

FEDERAL-PROVINCIAL RELATIONS

02 Health and Social Security

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## HEALTH AND SOCIAL SECURITY

THE FINANCING OF HEALTH AND SOCIAL SECURITY PROGRAMS AS A MAJOR COMPONENT OF FEDERAL-PROVINCIAL COORDINATION AND NEGOTIATED AGREEMENTS.

### INTRODUCTION

All levels of government are deeply involved in the health and welfare of Canadians. Both federal and provincial governments have developed programs and policies well beyond the scope of the services which were envisaged at the time of Confederation.

Cost-sharing was the method which helped in the past to create uniform standards of health and welfare across the country. However, recent federal-provincial agreements in the health field have led to the passing of new legislation which allots funds to the provinces on a formula basis. This frees the provinces from many of the conditions associated with grants under the former system, and gives them the liberty to adopt the types of health programs they deem appropriate for the residents of their respective provinces.

Social security funding has also been undergoing extensive review in recent years, and the provinces are currently considering federal proposals for changes similar to those negotiated in the health field.

You will find here documents dealing with the present involvement of both federal and provincial levels of government in health and social security and, as well, some basic facts and figures on the major federal social security programs in Canada.

### SELECTED DOCUMENTS

1. ✓ **Health Policy and Financing - Where Have We Come From? Where Are We Going?**, Extracts from a speech by Marc Lalonde, Minister of National Health and Welfare, to the Canadian Hospital Association, Quebec City, 11 May 1977.
2. ✓ **Canada Medicare Guide for U.S.**, (CP), Montreal Star, 14 September 1977.
3. ✓ Extracts from **Working Paper on Social Security in Canada**, by Marc Lalonde, Minister of National Health and Welfare, Second Edition, Ottawa, 18 April 1973.
4. ✓ **Basic Facts on Social Security Programs**, National Health and Welfare, Ottawa, July 1977.
5. ✓ **Guaranteed Income Plan Would Go To Three Groups**, (CP), Calgary Herald, 8 November 1977.
6. ✓ **Monique Bégin Proposes Federal-Provincial Meeting on Funding of Social Services**, National Health and Welfare News Release, 19 December 1977.

### SUGGESTED READINGS


1. The Canadian Council on Social Development, **Federal Proposals for Contributing to the Financing of Personal Social Services**, by Phillip Hepworth, October 1977.
2. Favreau, Guy, **Amendment of the Constitution of Canada**, Queen's Printer, Ottawa, February 1965.
3. Government of Canada, **Canadian Charter of Human Rights**, Pierre Elliott Trudeau, Prime Minister, Ottawa, 1968.
4. Government of Canada, **Income Security and Social Services**, Working paper by Pierre Elliott Trudeau, Prime Minister, Ottawa, 1969.
5. Government of Canada, **Working Paper on Social Security in Canada**, by Marc Lalonde, Minister of National Health and Welfare, Ottawa, April 1973.
6. Government of Canada, **A New Perspective on the Health of Canadians**, A working document by Marc Lalonde, Minister of National Health and Welfare, Ottawa, 1975.
7. Government of Canada, **Social Security in Canada**, National Health and Welfare, Ottawa, 1974.
- \*8. Government of Canada, **Established Programs Financing: A Proposal Regarding the Major Shared-Cost Programs in the Fields of Health and Post-Secondary Education**, Statement tabled by Pierre Elliott Trudeau, Prime Minister, Ottawa, 14-15 June 1976.
9. Government of Canada, **The Federal-Provincial Fiscal Arrangements and Established Programs Financing Act, 1977**, Canada Gazette, Vol. 2, No. 3.
10. Simeon, Richard, **Federal-Provincial Diplomacy: The Making of Recent Policy in Canada**, University of Toronto Press, Toronto, 1972.
11. Van Loon, Richard J. and Michael S. Whittington, **The Canadian Political System**, Second Edition, Chapter 8 "The Historical Context: Federal-Provincial Finance from 1867-1974", McGraw-Hill, Toronto, 1976, pages 204-227.

\* Available upon requests from the Canadian Unity Information Office.

The documents contained in this kit are taken from various sources and do not necessarily reflect the Government of Canada's point of view

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Please note the following additions to Documentation  
Kit #302 - Health and Social Security:

### INTRODUCTION

#### UPDATE

In early March, 1978, Ottawa and the provinces concluded an agreement on the funding of social service programs. Legislation which would put the extensive new arrangements into effect was introduced in the House of Commons on 12 May 1978 as Bill C-55.

### SELECTED DOCUMENTS

#### Add:

- \* 7. Communiqué-Meeting of Federal/Provincial Ministers of Welfare and Social Services, 6 and 7 March 1978.
- \* 8. Ottawa drops cost-sharing in social services bill, by Jeffrey Simpson, The Globe and Mail, 13 May 1978.
- \* 9. Extracts from Questions and Answers: The Federal Legislation on Financing Social Services - 1978, Health and Welfare Canada, Ottawa, 1978.

### SUGGESTED READINGS

#### Add:

- 12. Statistics Canada, Social Security National Programs (A review for the period 1946 to 1975), Ottawa, December 1976.

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July 1978



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## EXTRACTS FROM

### Questions and Answers:

#### The Federal Legislation On Financing Social Services - 1978

#### Health and Welfare Canada 1978



Q. How did social services develop in Canada?

A. The development of today's social services system in Canada, as in the rest of the Western world, is a result of the industrial revolution. In the early years of Confederation, social services were provided under the auspices of charitable organizations which were principally supported by donations and fund-raising campaigns. Since services were usually local in nature, towns and municipalities played a major role. Municipal governments provided the first public funds because of the local nature of most services. Generally speaking, it was only later that the provinces began to contribute financially to the development and the delivery of services.

Q. How did the federal government become involved?

A. As recognition of the importance of social services became more widespread, as the network of services became more diversified, and as costs increased, pressures mounted on both provincial and federal governments to assume greater responsibility in the financing of social services. Ironically, the economic and industrial boom resulting from World War II, as well as creating many social difficulties, also created the conditions which made public financing possible. As a result, public funds, which at first represented only a very small proportion of social service costs, have increased dramatically in the past twenty years, and particularly since the passing of the Canada Assistance Plan legislation in 1966.

Q. What was Bill C-57 and what happened to it?

A. In the early 1970's, a growing dissatisfaction with Canada's social security system was becoming evident, and as a result, a federal/provincial review of the system was launched by the federal government in 1973. One of its most tangible results was the proposal by the federal government in 1975 to replace the welfare services provisions of the Canada Assistance Plan and the Vocational Rehabilitation of Disabled Persons Act with new legislation. The legislation, in being separate from financial support legislation, was to recognize the importance of social services in helping Canadians lead socially useful, more satisfying and independent lives, and in preventing and alleviating psychosocial and socioeconomic problems.

By June 1976, the provinces had agreed to an outline of the legislation which became Bill C-57, introduced in June 1977. Shortly thereafter, Parliament recessed; the Bill "died" on the order paper, and would have had to be reintroduced in the following session.

Over the summer, however, it became evident that the provinces would not be satisfied with the degree of autonomy and flexibility afforded by Bill C-57, and it was not reintroduced. Instead, the federal government made an alternate offer to the provinces in September 1977. That offer was to substitute block financing for conditional cost-sharing.

Q. Why has it taken so long for the new legislation to get off the ground?

A. It may well appear that a long time was taken in the preparation of this legislation if it is considered that the social security review began in April 1973 and that block funding was not presented in the House until 1978. However, many factors were involved.

The social security review required three working parties of federal and provincial officials which reported alternately to a continuing committee of federal/provincial deputy ministers of welfare, and to the conference of federal and provincial welfare ministers. The working party on social services was the last to receive its mandate.

In October 1974 the working party produced an interim report on social services, which federal officials used as the basis for proposals developed for the Conference of Welfare Ministers, April 30 - May 1, 1975. It was proposed then that additional financing be made available for a wider range of rehabilitation services and support services for the aged and handicapped.

A year of intense federal/provincial negotiations concerning the financing of these extended services followed, during which the views and recommendations of national voluntary agencies were obtained. At the next federal/provincial ministers' conference on June 1 - 2, 1976 most provinces agreed to the outline of the proposed federal social services legislation. Federal officials began drafting the Social Services Bill (C-57) and embarked on a new series of discussions with the provinces as to the details of the Bill's regulations.

In April 1977, the federal government introduced block financing for a broad range of health services, which often overlap with social services. Shortly after the social services legislation (Bill C-57) was presented in the House, in June 1977, the provinces made it clear that their interest in it had diminished. Instead, they sought legislation that would provide even greater flexibility and autonomy and less of the administrative complexity promised by the overlap of different financial arrangements in health and social services.

Feeling that no more could be done to improve flexibility and reduce administrative complexity while maintaining a conditional cost-sharing arrangement, the federal government made an offer to the provinces on September 15, 1977 to block finance social services.

After receiving responses from all of the provinces the Minister of National Health and Welfare convened a meeting on March 6 - 7, 1978 where a consensus was reached to proceed with a block financing arrangement for the federal sharing of the costs of social services. Legislation was then drafted and presented in the House of Commons.

Q. Why was an alternate method of financing proposed?

A. An alternate method of financing was proposed because Bill C-57 was not meeting the provinces' needs. All through the negotiations with respect to the legislation, the provinces sought a maximum of autonomy and flexibility to develop services in response to their perception of needs and priorities. Second, they wanted the security of financial arrangements. Third, they felt that the legislation should avoid undue administrative complexity. For its part, the federal government was interested in having better control over its own future expenditures as far as that was possible.

Bill C-57 took provincial flexibility as far as it could go under a conditional cost-sharing agreement. Still, the provinces were dissatisfied with the growing complexity of the regulations which they were discussing in bilateral meetings with federal officials. The block funding agreement for a broad range of health services was also affecting these discussions because of the overlap in areas such as homemaker



services and home care services and in the whole broad area of rehabilitation. It became necessary for the federal government to provide additional detail with respect to the type of services which would receive conditional cost-sharing under a Social Services Act and those which would receive unconditional cost-sharing under block funded health programs at a time when the trend in Canada was toward increasing integration of health and welfare services.

The dilemma was in arriving at definitions for services straddling both categories - definitions which, while clear, were not so narrow as to inhibit the best kind of service; if services are too narrowly defined, they are apt to be based not on meeting needs, but on meeting definitions.

As well it was feared that too much complexity in a federal/provincial agreement might result in the sort of federal/provincial tension that could only adversely affect the development and delivery of social services in Canada.

Q. What is the arrangement?

A. The block funding arrangement for social services permits the federal government to share in the provinces' costs of providing the services and activities which federal and provincial Ministers agreed upon in June 1976, and which were subsequently described in Bill C-57 and in the proposed regulations which were developed in consultation with the provinces. The amounts to be transferred to the provinces are based on a formula which takes into consideration:

- (a) the amount provinces will have received in 1977-1978 for social services under the Canada Assistance Plan, the Vocational Rehabilitation of Disabled Persons programs and in some provinces, the Young Offenders Agreements.
- (b) an escalation factor for each subsequent year based on the growth in the gross national product and the population.
- (c) an additional amount associated with a more comprehensive coverage of social services and intended to provide for further development of services. This amount, approximately \$150 million, would be payable for the first time in 1979, and would be fully escalated thereafter.
- (d) an adjustment that would gradually eliminate, over a ten-year period, the provincial differences above or below the national average contribution by Canada so that at the end of the period, each province would be receiving the same per capita contribution. Present projections suggest that the federal per capita payment which will average about \$22 in 1977-1978 will increase to approximately \$70 per capita by 1987-1988.

Q. What kinds of services are covered under the arrangement?

A. The services for which block financing is intended are the same services which were to be covered by the conditional shared-cost approach of Bill C-57.

- (i) information and referral services
- (ii) crisis intervention services
- (iii) family planning services
- (iv) protective services for children



- (v) preventive services for children
- (vi) developmental services for children
- (vii) day care services for children
- (viii) rehabilitation services for the disabled
- (ix) transportation services for the disabled
- (x) social integration services
- (xi) day care services for adults
- (xii) home support services and meal services
- (xiii) counselling services
- (xiv) employment-related services
- (xv) community development and community-oriented preventive services.

Q. How will existing legislation be affected?

- A. The proposed social services financing legislation will replace the welfare services provisions of the Canada Assistance Plan, the entire Vocational Rehabilitation of Disabled Persons Act and the Young Offenders Agreements. Remaining in effect will be Part I of the Canada Assistance Plan covering financial assistance to persons in need and Part II of the Canada Assistance Plan concerning services to Indians and native people.

Existing cost-sharing arrangements would continue until new legislation has been enacted by Parliament. Payments made to the provinces after April 1, 1978, under existing cost-sharing arrangements would be considered as advance payments under the new block funding authority for 1978-1979.

Q. What conditions will the provinces be expected to meet?

A. Under the legislation, the provinces are required to meet two conditions:

1. They must provide the federal government with cost and program data on the services to be block funded in order to assist the Minister in answering to Parliament and Canadian taxpayers.
2. They must ensure that eligibility for any of the services financed under the block financing arrangement will not be dependent on any minimum period of residence in the provinces or in Canada. This applies to Canadian citizens or landed immigrants as defined in the Immigration Act.

The provinces have also agreed to ensure that Canada's contribution is recognized wherever appropriate in provincial public information activities related to any of the social services being block funded. All provincial governments have agreed to sign a separate agreement to this effect.

Q. What control does the federal government have on how the funds are spent?

- A. The block funding legislation does not permit the federal government to specify the particular services on which the federal contribution is to be spent. Nor in a legislative sense, will the federal government be able to require the provinces to spend the federal contribution in the social service sector.

However, the federal government is confident that the flexibility of the block funding legislation will not be abused. To begin with, discussions with the provinces in recent years have clearly shown that they, as well as the federal government, place a high priority on the development of social services, a number of which are not now cost-shareable under the Canada Assistance Plan or the Vocational Rehabilitation of Disabled Persons programs. In fact, in the current fiscal year alone, the provinces will spend in excess of \$1 billion on social service activities.

Voluntary agencies and the interested public will be pressing the provinces to provide the services which federal and provincial Ministers have agreed are necessary in Canada, and for which the federal contribution is intended.

The federal Minister will be reporting to Parliament and Canadian taxpayers on the basis of cost and program data provided by the provinces. This and the responsibility of provincial departments of social services to report to their legislatures will ensure that Canadians are well informed on the levels of expenditures for social services and hence on the use being made of the federal contributions.

Q. Is the formula adequate?

A. Yes. It is the most appropriate way of responding to the needs of both levels of government and to the needs of the social services sector. The projected level of payment to provinces and territories over the next ten years is as follows:

Fiscal Year	Millions of dollars
1977-1978	516
1978-1979	577
1979-1980	798
1980-1981	892
1981-1982	1,010
1982-1983	1,135
1983-1984	1,268
1984-1985	1,411
1985-1986	1,563
1986-1987	1,728
1987-1988	1,908

These amounts are considerably greater than the amounts which would be paid over the same period were the Canada Assistance Plan and the Vocational Rehabilitation of Disabled Persons programs to remain in effect.

Q. Does the formula take into consideration the problem of regional disparity?

A. No. Regional disparity is better and more comprehensively dealt with through equalization payments and DREE programs; providing for it through social services legislation would simply undermine the basis of those payments.

One factor in the formula, however, may have an influence on regional disparity with respect to social services. That is the levelling factor which is added to the formula to enable the contributions to the provinces to be increased at different rates so that all provinces are brought to equal per capita contributions over a ten-year period. The purpose of the levelling payment is to ensure that every Canadian can be provided with a basic minimum of social services. The federal government will provide the provinces with annual payments equal to \$70 per Canadian by 1987-1988. Under existing legislation, the federal contribution to provinces is approximately \$22 per capita. All provinces will gain under the legislation and those provinces below the national average per capita will gain more.

Q. Which provinces benefit most/least from the arrangement?

A. All provinces will benefit from the arrangement because they will be receiving more money than they would have under existing programs. The federal contributions will have doubled by year four and more than tripled by year ten.

Although all provinces will gain under the new legislation, provinces now below the national average per capita will gain more because of the formula's levelling factor. This factor has a greater influence during the first five years. After ten years (1987-1988), all provinces will have reached a per capita contribution of \$70.

Q. How will this legislation affect federal/provincial relations?

A. There is already evidence that this legislative approach is having a unifying effect in federal/provincial relations.

By June 1977, the necessity of intense bargaining over what was cost-shareable under the then proposed Social Services Act and what was not, had clearly strained relations between the two levels of government. The greater autonomy for the provinces, and the increased simplicity and flexibility of the block funding approach are expected to make for improved relations between the governments of Canada and the provinces.

Q. What effect will block financing have on the federal government's role in the social services sector?

A. It has often been assumed that the federal government was able to play a meaningful role in the social services sector only because provinces were obliged to work with the government in order to receive federal cost-sharing of its programs, notably for those programs that have been assisted through the Canada Assistance Plan and the



Vocational Rehabilitation of Disabled Persons programs. Over this same period, however, there has been as much collaborative work undertaken with the provinces quite independently of the working relationships established in connection with these particular cost-sharing programs. This work will continue when block financing is in place and indeed can be intensified as fewer resources will be required over time for purely administrative matters.

The mandate of the Department of National Health and Welfare has not changed because of the introduction of block financing in the health and social services sectors. The Department will continue to work with the provinces and the voluntary sector in identifying and understanding social problems, in developing solutions for them, in striving to ensure that programs are achieving their intended purpose in an efficient and effective manner, in testing new models of service delivery and coordination, by undertaking or supporting research and demonstration projects on a wide range of subjects, providing technical expertise, establishing joint working mechanisms and by assisting the provinces in developing adequate information systems, among other things.

One of the important objectives will be to promote a broader understanding of the role and relevance of social services in Canada as a whole.

- Q. When will the proposed legislation come into effect?
- A. The legislation will take effect on the date of proclamation of the Bill. Payments under the legislation will be made effective from April 1, 1978.



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EXTRACTS FROM  
A WORKING PAPER ON  
SOCIAL SECURITY IN CANADA

BY

MARC LALONDE

MINISTER OF HEALTH AND WELFARE CANADA

APRIL 1973

The following extracts briefly describe the philosophy and evolution of existing social security programs in Canada.

# WORKING PAPER ON SOCIAL SECURITY IN CANADA

The central, though by no means the sole, objective of social security in Canada is an acceptable basic income for all Canadians — whether that income comes through employment, if a person is able to work, or through pensions or allowances if a person is unable or not expected to work. For a basic income is essential if a person is to live in decency and in dignity.

There are, of course, complementary objectives of the social security system: to provide universal access to such essential services as housing, hospital and medical care, legal aid, and the rest; and to provide to individuals and to families the assistance they require to meet and to weather the emergencies of life — emergencies which are particularly difficult and intractable for people with limited resources. There is the broader social objective, too, of a decent quality of life for all, and, most important, individual self-fulfillment for each.

But the starting point for all of this must certainly be an acceptable basic income. Without this, any person, any family, is seriously handicapped from the beginning. This, then, will be the focal point of this Working Paper: how best to achieve the objective of security of income for all Canadians.

Income security programmes, however generous and however generously conceived, will always encounter criticisms if they are based upon misconceptions as to what the community believes, or does not believe, about the responsibilities of the individual to himself and his family, and the responsibilities of the community, in turn, to the individual and his welfare.

It would be well to begin, therefore, with a statement as to what the Government of Canada believes these community attitudes, or values, to be. For everything which follows — the over-all approach to social security which is here advanced — is based upon our conception of these values.

First, we believe that Canadians hold to the value of *independence*, or self-dependence. They expect to meet their own needs through their own efforts, and they expect others to do their best to do the same. This sturdiness of outlook is not a matter, it should be said,



of sheer selfishness: rather it is a matter of believing that each should contribute, to the extent he is able, to his own and his family's well-being, and that through this contribution he will be contributing to the well-being of others.

Secondly, we believe that Canadians hold to the value of *interdependence*, or to put it in rather more philosophical terms, to the notion that man has a responsibility to his fellow men. This is a value which Canadians have learned from childhood as a basic social ethic, and one which has come to have a particular significance in Canada's cultural traditions, by reason of the need in earlier and frontier times for people to rely upon one another for their very survival.

We do not see any contradiction between these apparently contradictory values — independence and interdependence. Nor, we suspect, do individual Canadians. It is simply a matter of working, if you are able, to meet your family's daily needs, and of saving, to the extent you are able, to meet the contingencies of life. And, on the other hand, when it comes to people who are unable or are not expected to work, it is simply a matter of those who are able to work contributing to the welfare of those who are not able to care for themselves.

All of this seems so commonplace as to scarcely bear repeating. But it is fundamental to the design of an ideal social security system.

It is fundamental, too, if there is disagreement over whether these values are in fact commonly held by Canadians, that such disagreement be openly discussed and resolved. Otherwise what might appear to be differences of opinion over the social security system may well turn out to be differences of view as to what Canadians believe.

There is a current example which well illustrates this point. It is being argued by some that the "work ethic", as it is popularly conceived, is dead: that Canadians no longer believe in the virtue of work, and in the self-sufficiency which is the product of work. If this were so, then the social security system should be constructed so as to provide to everyone an option — to work or not to work — and to provide for each an assured income no matter which of the options he chose. If this is *not* so — if Canadians still believe in the virtue of self-sufficiency, and that it is more worthwhile to be employed than to be unemployed — then the social security system should take quite another shape.

For our part, we reject the idea that the social security system should be designed on the assumption that the "work ethic" is dead. True, Canadians are coming to question the social value of certain kinds of work, and to question whether there is an inherent virtue in work, no matter how unpleasant or de-humanizing it may be. This, indeed, is a questioning of the work ethic in its original sense: that work as such, whatever form it takes, and whatever its end objective, is of and by itself a good thing. Canadians — particularly young Canadians — have come to question this view. But it is quite another thing to say that Canadians have come to the conclusion that everyone should be given a choice as to whether to work or not, and that he or she should be paid whatever that choice may be.

The reason for the rejection of such a notion can be found quite simply, we think, in another value commonly held by Canadians — *fairness, or equity*. It has long been accepted that the fruits of economic growth should be fairly distributed: that the increases in income which are the product of a growing economy should not be appropriated by the rich or the powerful. But there is another fruit of economic growth — or product of the ability of a nation to produce more with less effort — and that is increased leisure. We doubt very much that Canadians believe that the lazy should appropriate more than their fair share of the increases in leisure, any more than they believe that the powerful should appropriate more than their fair share of the increases in income.

### **Social Security in Perspective**

The ideal social security system is one which would reflect these values, or attitudes, of the Canadian community. It would go something like this.

For people who are of working age, and are able to work, there would be employment at at least a living wage. To ensure that a living wage is paid, the state would legislate a minimum wage. If the minimum wage were sufficient to support small family units only, income supplements would be available to meet the costs of child-raising in larger families whose incomes fell at or near the minimum wage.

To meet the contingencies of life — temporary unemployment, sickness, injury, and disability — and to provide for retirement, everyone would save a portion of his or her income, and contribute

these savings to an insurance plan. The basic insurance would be provided by a public or social insurance plan, and insurance above these basic levels would be provided for privately. To meet large and unforeseen expenditures, such as medical and hospital bills, special or universal hospital and medical insurance plans would be established by the state.

If someone somehow failed to receive an adequate "income through employment" (with supplementation of family income for low income earners), or "income from savings" (social insurance), additional income support measures would be available. These would be required when employment was not available for a person, or when he/she was not suited for the jobs which were available. Such measures would be required, too, when a person had been unable by reason of his/her income to save for retirement or for the contingencies of life. These supplementary income support measures would be associated with the social and employment services needed to assist in returning to employment those who were able to do so — services such as training, placement, rehabilitation and counselling. They would be accompanied, too, by any special or institutional services required, such as nursing homes, or child care facilities.

### *Canada's Social Security System Today: An Overview*

Over time, Canada has in fact built a social security system which conforms, more or less, with this simplistic model. That this is so is a tribute to the wisdom and the insight of the politicians — federal and provincial — who were the architects of the programmes involved.

The history of how Canada's several social security programmes were developed is summarized in the Government of Canada's Working Paper on the Constitution entitled *Income Security and Social Services*, published in 1969, and need not be repeated here. But the essence is worth recounting.

Governments of Canada were committed to a high level of employment and income in a White Paper published in 1945. Provincial governments legislated minimum wages from around 1917 on, as did the federal government in respect of industries under its jurisdiction. The need for recognizing the costs to families of raising children led to the establishment of income tax exemptions for dependent children, and later the introduction of universal family allowances.

Social insurance plans, designed to provide a mechanism by which people could save to meet the contingencies of life, have also been set in place. Provincial Workmen's Compensation plans were established as early as the 1880's to meet the contingency of injury on the job. The Unemployment Insurance Plan was established in 1940 to meet the contingency of temporary unemployment, and amended in 1971 to provide as well for sickness and maternity benefits. And the Canada and Quebec Pension Plans were established in 1965 to provide a mechanism by which people could and would save for their retirement, whether by reason of age or disability, and to provide for survivors in the event of death.

As for the major and unforeseen expenditures which cannot be expected to be financed out of a minimal family budget, particularly hospital and medical care, universal hospital insurance was introduced, province by province, between 1947 and 1961, and universal medical care insurance between 1962 and 1971. Federal government financing was made available for hospital insurance in 1958 and for medical care insurance in 1968. Since 1954 the federal government has provided financial aid to provinces and to non-profit corporations for the construction or renovation of housing or hostels for low-income families, elderly persons, students, and people who are physically or mentally handicapped. Since 1969 the emphasis on housing for low-income people has steadily increased.

The "backup" for the "income through employment" and "income through savings and insurance" measures described above takes the form, for the old, of a federal universal old age security plan, supported where required by a guaranteed income supplement, and for others in need, provincial social assistance plans, financed to the extent of 50 per cent under the federal Canada Assistance Plan. These plans are designed to meet the income needs of the disabled, of the old who require more income, of single parent families — usually widowed or separated mothers with dependent children — and of people who have been unemployed for an extended period of time. They are also designed to provide the social services required, augmented and supported by the employment services provided through manpower offices.





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MEETING OF FEDERAL/PROVINCIAL MINISTERS OF  
WELFARE AND SOCIAL SERVICES

OTTAWA, ONTARIO

MARCH 6 & 7, 1978

MARCH 7, 1978

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The Federal and Provincial Ministers of Social Services met in Ottawa March 6 and 7, 1978 and established a major new direction in social service financing in Canada. A majority of Ministers agreed upon a block method for the federal funding of social services.

The new method of financing replaces the provisions for the cost sharing of actual expenditures contained in the Social Services Bill which had been introduced in the House of Commons in June 1977. In view of recent developments in the financing of other social programs such as health services and post-secondary education, in view of the greater flexibility and certainty provided by a block funding arrangement, and in view of administrative complications which were foreseen in the implementation of the Social Services Bill, most ministers agreed that the method agreed upon during the March 6 and 7 meeting would be more acceptable than that which was envisioned in the Social Services Bill.

The Ministers agreed that federal funding of social services to start on April 1, 1978, would now be based on a formula which would take into consideration:

- (a) the amount provinces will have received in 1977-78 for social services under the Canada Assistance Plan, the Vocational Rehabilitation for Disabled Persons Program and in some provinces the Young Offenders Agreements.
- (b) an additional amount associated with a more comprehensive coverage of social services and intended to provide for further development of services. This amount, approximately \$150 million, would be payable for the first time in 1979, and would be fully escalated thereafter.
- (c) an escalation factor for each subsequent year based on the growth in the G.N.P. and the population.

- (d) an adjustment that would gradually eliminate, over a ten-year period, the provincial differences above or below the national average contribution by Canada so that at the end of the period, each province would be receiving the same per capita contribution. Present projections suggest that the federal per capita payment which will average about \$22 in 1977-78 will increase to approximately \$70 per capita by 1987-88.

Agreement was also reached on social services which could be included under the block fund. Provinces are free to set priorities in services and to allocate resources according to their needs.

There was considerable discussion concerning three conditions to be met by provinces for receipt of block funding. The three conditions relate to information requirements, to recognition of the federal role in funding services and to the prevention of situation where services are denied for reasons related to residency.

Several provinces expressed reservations concerning the type and classification of information required under the proposals.

It was originally proposed by the federal government that certain program and cost data be required on a comparable and annual basis for the services to be block funded.

The federal government agreed after discussion that the definitions and categories of information would be subject to discussions by federal and provincial officials and that officials would be instructed to frame the requirements so that there would be no additional cost, administrative burden or steering effect created by federal request. The information conditions expressed in para. 27, section 5 of the Federal and Provincial Fiscal Arrangements Act, 1977 would be utilized as a framework for the social services information requirements.



The federal minister expressed her government's view that accountability to Parliament and to the Canadian taxpayers for money spent required the provision of adequate information.

A further condition relates to the absence of residency requirements for receipt of services. The provinces will be required to ensure that eligibility for any of the services financed under the block financing arrangement will not be dependent on any minimum period of residence in the provinces or in Canada.

This requirement applies to Canadian citizens or landed immigrants as defined in the Immigration Act.

A formal acceptance of the residence condition on the part of the province will satisfy the administrative requirements. All provinces agreed upon this condition.

Concern was also expressed by some provinces over the principle that the federal role in financing services must be given recognition. However, it was agreed that the provinces will ensure that Canada's contribution be recognized wherever appropriate in public information activities related to any of the social services being block funded. All provincial governments have agreed to sign an agreement to this effect. No formal conditions with respect to recognition will appear in the legislation.

The agreement would include reference to such material as news releases, pamphlets, brochures, promotional campaigns and annual reports, i.e., any information intended for the general public.

Utilization of a phrase such as "...with the assistance of a financial contribution received from Health and Welfare Canada" would be deemed sufficient recognition of the federal contribution.

Some provinces remain opposed to some aspects of the proposed method of financing. In this respect the block financing proposal is similar to many federal-provincial agreements in the field of social policy including the recently completed Established Programs Financing agreement.

On the basis of the agreement of a majority of the provinces, representing a majority of the population of Canada, the federal government will proceed to put legislation expressing the block funding framework before the House of Commons as soon as drafting is completed. The block funding formula will take effect in fiscal year 1978-79 and will be retroactive to April 1, 1978.

The federal and provincial governments reaffirm their commitment to the social services sector and will continue to encourage its development.

Ministers also discussed the question of federal proposals for young offenders legislation. On this subject the Solicitor General of Canada, the Honourable Jean-Jacques Blais, identified provisions of the proposed legislation which continue to be the subject of concern to provinces. Provincial Ministers requested that they be given an opportunity to further examine these matters in consultation with their governments.

Provincial Ministers expressed concern with the cost impact of proposed new legislation and suggested that services to young offenders be subject to a separate cost-sharing arrangement for an interim period before deciding to include such services under a block funding formula.



account provincial population and economic growth rather than on a percentage (approximately 50 per cent) of actual program costs.

Since federal contributions to health services have been made through block-funding since April 1, 1977, it has become advantageous to extend the principle to the social services field as well, since the two are so closely related.

Because of the need for fiscal restraint by the federal government in 1978-79, Miss Bégin, in her letter, advised the provincial ministers and territorial commissioners that \$132 million of the \$707 million originally proposed for 1978-79, can be made available only in 1979-80. This modified offer, which essentially defers, for one year, the payment of a portion of the block-fund could still be implemented by April 1, 1978.

If the provinces agree, the federal government intends to implement the block-funding arrangements by April 1, 1978 at a cost to the federal government of an estimated \$575 million during the first year of operation.

The federal government now is contributing \$508 million under the welfare services provisions of the Canada Assistance Plan and the Vocational Rehabilitation of Disabled Persons Act -- both of which would be replaced by new social services legislation -- to social services activities. The modified offer, made by Miss Bégin, is \$67 million higher than the \$508 million currently being contributed by the federal government.



# news release

302.6

1977 - 182

December 19, 1977

## MONIQUE BÉGIN PROPOSES FEDERAL-PROVINCIAL MEETING ON FUNDING OF SOCIAL SERVICES

OTTAWA - Health and Welfare Minister Monique Bégin today called for a meeting with her provincial counterparts early in 1978 to discuss detailed arrangements for the federal-provincial sharing of social service costs.

In letters to the provincial ministers and territorial commissioners, Miss Bégin said that since enough provinces have indicated an interest in the proposal, made in September 1977, for the block-funding of social services, a meeting could be held either in late January or early February.

Several provinces had requested more provincial flexibility and autonomy, and simpler administrative procedures than would have been possible under the proposed Social Services legislation, introduced in the House of Commons in June 1977. As a result, the federal government, in September, proposed a switch to block-funding from the cost-sharing approach. Under the block-funding proposal, federal government contributions to the provinces for social services would be based on a formula that takes into

... 2



Health  
and Welfare  
Canada

Santé et  
Bien-être social  
Canada



# Guaranteed income plan would go to three groups

OTTAWA (CP) — Welfare Minister Monique Begin says her department is considering sweeping tax reforms to provide the beginnings of a guaranteed income program.

Miss Begin said in an interview Monday that a plan proposed by officials of her department would make tax credits available even to those who are not paying income tax.

This is sometimes called a negative income tax.

She said three groups — low-income workers, one-parent families and unemployed workers between 50 and 65 — would be the initial targets of a program which ultimately could reform the entire welfare system.

"We are not looking at a universal program just now — this is just a start," she said, adding that the proposals have not been discussed by the cabinet.

## Working with others

The minister said her officials have been working with the revenue and finance departments to look for efficient ways of using the tax system to provide people with a guaranteed annual income.



MONIQUE BEGIN

... 'just a start'

Under her department's proposals, everyone, even those not paying income tax, would fill out a simplified tax return to benefit from tax credits.

Tax credits, such as the credit for political contributions, are set at fixed levels and give rich and poor the same benefit at tax return time.

For instance rich and poor deduct the same amount on their tax forms for children.

Miss Begin suggested replacing some tax exemptions with tax credits.

"Tax exemptions favor the rich, but tax credits favor the poor," she said.

Exemptions shelter a percentage of income from taxation, thus their value rises with income.

## Shouldn't favor

"The tax system shouldn't be loaded in favor of any group," Miss Begin said.

Paul Yewchuk (PC — Athabasca) questioned her in the Commons about the cost of the proposals and asked how they would be financed.

The minister said the proposals could be implemented with no increase in federal spending simply by rearranging existing programs. But she gave no figures.

Yewchuk said outside the House he wanted to know whether any programs would have to be cancelled and if so which ones.

He said he didn't think the minister had any idea of the costs, and he expressed fears that a guaranteed income program could affect people's motivation to work and push up welfare costs.

"There is no study to see if this is so," he said.

## Go it alone

Miss Begin said that because of difficulties in reaching agreement with some provinces, the federal government would go it alone, using only the federal income tax system and not meddling in areas of provincial responsibility.

"We would go into it without touching provincial programs," she said.

"We don't want a federal-provincial dispute. They should be happy if we help the working poor."

She said the three target groups are the rejects of the current welfare system, those for whom existing programs are the least adequate.

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CALGARY HERALD

November 8, 1977

GUARANTEED INCOME PLAN  
WOULD GO TO THREE GROUPS

OTTAWA (CP)



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OTTAWA DROPS COST-SHARING

IN SOCIAL SERVICES

BILL

by

Jeffrey Simpson

The Globe and Mail,  
Toronto  
May 13, 1978





# Ottawa drops cost-sharing in social services bill

The federal Government's contribution of Canada's social services - including day care, family planning, counselling, rehabilitation and help for the disabled - will more than triple over the next 10 years under legislation tabled yesterday in the House of Commons.

By 1987-88, Ottawa will be paying \$70 per Canadian to the provinces for social services compared to \$22 per Canadian today.

That means that in 10 years, Ottawa will be paying \$1.9-billion to the provinces for social services alone. And if, as expected, the provinces massively increase their spending, Canada could be paying \$4-billion a year by the late 1980s for a range of social services.

Last year, Ottawa proposed sharing the cost of social services equally with the provinces, but they balked, demanding instead the lump-sum payment that enables them to set their own priorities.

The new financial arrangements - dry in content but important in impact for the thousands of social agencies and programs in Canada - represent a marked change in the federal-provincial cost-sharing for social services.

Previously, Ottawa paid half the costs for provincial programs. Now, Ottawa will give each province a lump sum every year, and it will be up to the provinces to decide how and where the money should be spent.

Despite the projected massive increase in federal spending, Health and Welfare Minister Monique Begin argued yesterday that the new formula will actually save Ottawa money.

Under the old scheme, there was no incentive for the provinces to restrain their spending because Ottawa was matching everything they spent. Now the provinces know they are getting a lump sum from Ottawa and will have to be more careful about their priorities, she said.

"The social services financing bill signals the beginning of a new era of federal-provincial co-operation. And it is co-operation based on trust," Miss Begin said.

"Although concerns have been expressed about the freedom provinces will now have to spend these funds as they decide, I have every confidence that the provinces will continue to meet the social services needs of their area."

The new bill, which replaces all or part of three existing pieces of legislation, will give the provinces the freedom to finance a wider range of social services than they could under the old legislation.

Because Ottawa is turning over money in lump sums every year, the provinces can design innovative programs to suit the needs of their population, she said.

"If Prince Edward Island or certain areas of British Columbia have a greater number of older people they will have to develop more programs for senior citizens than, say, Alberta, which has a booming economy," Miss Begin said.

In fact, there is no provision in the bill ensuring that the provinces will actually spend the federal money on social services. But Miss Begin said the provinces recognize social services as a priority and would not buck public opinion by spending the money on other matters.

The bill retains Ottawa's obligation to pay 100 per cent of the cost of social assistance to native people. It leaves intact the 50-50 cost-sharing of income maintenance programs such as welfare. And it established a special five-year \$50-million fund to finance vocational rehabilitation centres, sheltered workshops and centres for the disabled.

The bill tabled yesterday has been five years in the making since Ottawa published its social services review paper in 1973. Since then, the review has been studied at a series of federal-provincial meetings.

The social services bill is a further attempt by Ottawa to be flexible in its relations with the provinces. The 1976 federal-provincial agreements on hospital and medical insurance and post-secondary education and the recent "global financing" grants to provinces for housing are two other examples.

The annual lump-sum payments to the provinces will be based on the growth in gross national product, the amount now spent on social services and population growth in each province.

An equalization scheme has been built into the financing formula, which will bring all provinces to the same per capita contribution in 10 years.



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THE MONTREAL STAR

September 4, 1977

Canada medicare guide for U.S.

Ottawa (CP)



# Canada medicare guide for U.S.

OTTAWA (CP) The United States will use Canada's medicare program as a guide for its own national health insurance system, says Joseph Califano, U.S. secretary of health, education and welfare.

Mr. Califano said yesterday that the universal health and hospital care program in Canada is 20 years ahead of U.S. programs that provide limited coverage for the aged, the

disabled and some of the poor.

After talking with Health Minister Marc Lalonde yesterday, he is visiting Ontario government health authorities in Toronto today. Health plans in several countries are being studied. President Carter wants to act early next year on a new national health insurance plan.

Mr. Califano said the U.S. plan, like Canada's, would be universal and mandatory cov-

ering all key medical services. He said the U.S. may opt for a centralized administration from Washington.

In Canada, the federal government pays a share of provincially-run health insurance programs that are portable from one province to another. Ottawa's share of provincial hospital insurance costs, originally 30 per cent, is to decline under new cost-sharing arrangements. The

provinces will be compensated by receiving a greater portion of federal taxes on corporate and personal income.

Mr. Califano said the Canadian system is "one of the most valuable guides we can have — a marvellous fund of knowledge about one of the most important social and political issues of our era."

He said U.S. authorities would probably seek more in-

formation on some aspects of the Canadian system before final proposals are made.

He said he was interested in the absence of a deterrent fee for users of the Canadian plan. He said the fear in the U.S. is that costs "will go through the roof" if there is no user charge beyond taxes or normal premiums to deter frivolous trips to the doctor or hospital.

He was assured by Mr.

Lalonde and his officials that the absence of a user charge has not meant an increase in use of medicare and hospital insurance.

Mr. Califano said he will study the Canadian fixed schedule for doctor's fees.

Existing U.S. plans allow doctors to make "a customary and reasonable charge" for services, but there is no fixed fee schedule.

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EXTRACTS FROM A SPEECH BY THE HONOURABLE

MARC LALONDE

MINISTER OF HEALTH AND WELFARE CANADA

TO THE CANADIAN HOSPITAL ASSOCIATION

IN QUEBEC CITY, 11 MAY 1977

HEALTH POLICY AND FINANCING  
WHERE HAVE WE COME FROM?  
WHERE ARE WE GOING?

The following extracts from Mr. Lalonde's speech outline the development of health policy and financing in Canada, with particular reference to recent federal-provincial agreements in the field of hospital insurance and medical care.

## "Health Policy and Financing--"

Where have we come from?

Where are we going?

The single most significant development in the health field in Canada over the last two decades has probably been the implementation of our universal health insurance system. As a consequence of the shared-cost programs legislated for hospital insurance in 1957 and for medical care insurance in 1966, Canadians have been provided with high quality and universal health care insurance. Impressive gains in health care have been made in Canada during the past twenty years as the universal health insurance program became a fundamental component of our social institutions in the eyes of Canadians.

I doubt that any government in this country questions the importance and fundamental strength of our basic health insurance programs. But within the basic structure of these programs, there have been several important concerns raised in recent years. First, one had to seek the point at which the additional benefit from more and more hospital beds and physicians did not justify the rising costs of providing these higher levels of health services. Secondly, one had to question how long the open-ended, shared-cost arrangements only for the high cost institutional and physicians' services could be retained. The premise that the federal government would reimburse fifty percent of the provinces' expenditures, stimulated development and availability of health services but, at the same time, made it difficult for the provinces to restrain program costs in areas where a dollar of provincial expenditure automatically generated half a dollar in federal cost reimbursement.

No one would minimize the difficulty of slowing the rate of growth of health services and everyone is aware of the immense problems of adequately distributing the supply of health services. Thus, for example, I am sure that many rural areas in this country find it difficult to accept the generalization that the overall supply of health care services in this country is approaching an adequate level.

Nonetheless, there are a few statistics that stand out. Our overall hospital bed/population ratio for all types of beds has stabilized at about 9.1 beds per thousand population, so that sufficient accommodation is available to provide the average Canadian with about 3 days a year in hospital. Internationally, Canada's bed to population ratio is one of the highest among developed Western nations. In terms of general hospital beds alone, the most recent comparable figures for the year 1973 show Canada ahead of the United States and Great Britain with 5.6 general beds per thousand population as compared to 4.9 and 4.1 respectively.

Not surprisingly, hospitals represent more than half of total health care costs and close to two-thirds of all governments' health spending.

In recent months and years, you have seen all governments begin action to deal with these basic concerns while at the same time openly striving to retain the basic universal prepaid health insurance system. Thus, the efforts to reduce the rate of growth of hospital beds and the rate of inflow of immigrant physicians are examples of our co-operative attempts to deal with these problems as are a number of innovative steps taken by virtually all provincial governments to provide health care to their citizens in alternative, and often less expensive, forms. I am thinking of course of home care programs, ambulatory and multi-service centres, and residential and nursing home care programs.



These considerations led federal and provincial governments to consider substantial modifications to the form of the federal financial contributions to provincial health care programs. These new arrangements, called Established Programs Financing, have been implemented as of April 1, 1977. They will ensure that the national character of the health programs will be retained while at the same time providing the provinces with the flexibility to meet their particular program requirements.

The federal equal per capita cash contribution to the provinces for Hospital Insurance and Medical Care will continue to be conditional upon the provinces meeting the basic health program conditions of comprehensiveness, universality, portability and non-profit administration by a public agency. But the federal contribution will no longer be tied to the exact health program costs incurred in each province. Further, it will reduce the detailed administrative requirements that existed with the shared-cost arrangements.

The new financial arrangements for Hospital Insurance and Medical Care are being complemented by a federal financial contribution of \$20 per capita to each province towards the cost of alternative forms of health care delivery such as home care, ambulatory care and various forms of residential care in the hopes of supporting initiatives along those lines being taken in most provinces.

In general, then, the new financial arrangements for the health care programs provide flexibility to the provinces in their program decisions within the broad confines of national health program conditions that are subscribed to by all the provinces as well as by the federal government.

Finally, on this point, I would like to note that the new financial arrangements will assure greater equality among the provinces in what they receive from the federal government and will provide them with greater financing than they would have received under the old shared-cost arrangements for the health programs. Including both post-secondary education and the health programs, the additional entitlement being made to the provinces is estimated at over \$900 million for 1977/78 alone.

To this point I have noted only the first major development, that is, the implementation and maturation of the universal health care system and the recent introduction of a new federal/provincial financial arrangement. The second event, a much more recent one, has been the realization that a shift of emphasis was required from the treatment of illness to the prevention of illness or, more positively, the promotion of health.

Without minimizing whatsoever the significance of the patient care system as a major contribution to the well-being of Canadians, we have increasingly come to realize that many of the causes of premature mortality could be attacked much closer to the source of the problem. I note, for example, the contribution of abuse of alcohol, excessive speed and failure to wear seatbelts to the heavy toll taken by motor vehicle accidents. I think also of the influence of smoking, inappropriate diet and the lack of physical exercise in the case of heart disease. In effect many Canadians are digging their own graves by their choice of lifestyle, or "with their own teeth" as one doctor said after looking at the results of a nutrition and diet study.

It can be clearly seen that to extend the concept of health to prevention and the promotion of good health we must do more than simply expand and improve our basic health care system. In fact the basic factors upon which we must act are those related to the social and physical environment and those related to our personal habits.

Federal and provincial governments, often in conjunction with full participation from interest groups, individuals, unions and industries, have already initiated the very difficult action of reaching out into the less tangible problems of the social and physical environment to attack the causes of morbidity and mortality. The introduction of seatbelt laws and the lowering of speed limits are two such initiatives. Early efforts have also begun to fully inform Canadians of the risks they voluntarily accept by selecting a lifestyle that will eventually contribute to premature mortality or a fight with sickness that might have been avoided.

So far I have talked about two major developments that have contributed to the present need to rethink and restructure to some extent our health policies. Both of these developments have been success stories. First, came the implementation and maturation of a first-class health care delivery system. Second, came the realization that the next major gain in health and well-being will be achieved by opening the battle on a new front - the health promotion front.

Since we are moving forward from an already successful position, it is easy to look to future health policies with a very positive perspective. I am personally confident that much can still be done to improve the health and well-being of Canadians without having to devote an increasingly large component of our national income to this sector.

In view of these considerations, then, I would like to outline briefly the continuing role that I see for the federal government both in the health care system and in the new battle to promote good health for Canadians.

First, I want to emphasize that introduction of new federal/provincial financial arrangements for the basic health care programs should not be seen as an abdication by the federal government of an interest in improving the overall quality of the Canadian health care system. The untying of the federal financial contribution from direct program costs has not resulted in a reduction in the level of our financial contribution ... indeed, it has increased substantially. Moreover, our efforts to cooperate with the provincial departments and with health groups to improve the quality of health care will be increased, not contracted, in the coming years.

By way of example, I would like to point to several aspects of our on-going work program that will be continued. In the area of health manpower, we have had an excellent cooperative experience in the evaluation of physician manpower requirements for Canada. This work has just begun - much is still required if we are to deal with health manpower distribution problems and with the implementation of policy instruments to facilitate the matching of the supply of manpower with the demand for these people. The importance of immigration and the free-flow of manpower among the provinces clearly indicates that this is a problem that must be dealt with cooperatively by all participants in the health industry.

Similarly, there is cooperative work to be pursued in the improvement of health standards, of health research and of the planning and evaluation of alternative methods of delivering health care to Canadians.

On the second front, the battle to change the social and physical environment and to inform Canadians of the implications of lifestyle choices has just begun. The Federal/Provincial Priorities Committee has already become



deeply involved in work on alcohol abuse, occupational health, and traffic injuries. My Department has initiated an information program called "Operation Lifestyle", with such components as Dialogue on Drinking and the Lifestyle Profile. Similarly many provincial governments are undertaking initiatives in these areas.

These are difficult questions and difficult problems and they cannot be solved without one vital ingredient. The ingredient is cooperation. My Department can do little to improve the quality of health care, to resolve problems in the physical and social environment, or to improve the lifestyle of Canadians without the active cooperation of provincial agencies, other federal agencies, health professionals and, mostly, individual Canadians. Similarly, these groups must expect cooperation from the federal health department in these areas. I can assure you that National Health and Welfare intends to cooperate fully in these enterprises. I am confident that all other parties have a similar attitude.



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Government  
Publications

# basic facts on SOCIAL SECURITY PROGRAMS.



Health and Welfare  
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Santé et Bien-être social  
Canada



# basic facts on SOCIAL SECURITY PROGRAMS

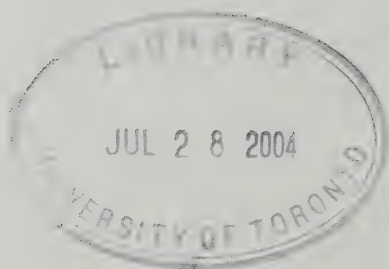


Health and Welfare  
Canada

Santé et Bien-être social  
Canada

Welfare Information Systems Branch  
July 1977





## INTRODUCTION

The Basic Facts Book is a pocket reference guide which aims to provide some basic facts and figures on the major federal social security programs in Canada. It is not intended to be an exhaustive description of these programs, for which we would refer readers to other sources. We would, however, welcome any suggestions for changes or additions which would make this publication more useful within its terms of reference.

The booklet is prepared by the Welfare Information Systems Branch of Health and Welfare Canada. Requests for copies, comments or suggestions should be addressed to the Director, Information Production Division, Welfare Information Systems Branch, Room 1232, Brooke Claxton Building, Tunney's Pasture, Ottawa K1A 0K9 (Tel. 995-9615).

*11/1/85 / c / mll*



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## CANADA ASSISTANCE PLAN

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### Coverage

Under agreements with the provinces, the federal government pays 50% of the cost, to the provinces, of:

- a) assistance to persons in need;
- b) welfare services provided to persons who are in need or likely to become in need if they do not receive such services (welfare services means services having as their object the lessening, removal or prevention of the causes and effects of poverty, child neglect or dependence on public assistance); and
- c) work activity projects which are designed to improve the employability of persons who have unusual difficulty in finding or retaining jobs or in undertaking job training.

"Need" is defined by each province and is determined by the "budget deficit" method, that is, the difference between an applicant's requirements and his income and resources.

Assistance includes payments to persons in need, for:

- a) basic requirements, e.g. food, shelter, clothing, fuel, utilities, household supplies and personal requirements;
- b) items of special need (for the safety, well-being or rehabilitation of a person in need), e.g. essential repairs or alterations to property; tools, equipment, permits, etc., essential to obtaining employment; items required by disabled persons;
- c) health care services not covered under universal health care programs;
- d) certain welfare services purchased by, or at the request of, a provincially approved agency;
- e) care in welfare institutions, e.g. homes for the aged, nursing homes, child care institutions and institutions for the mentally and physically handicapped; and
- f) the cost of maintenance of children in the care of a child welfare authority, e.g. foster home, group home or institutional care.

Welfare services shareable under the Canada Assistance Plan at the request of the Provincial Social Service Departments include:

- a) Rehabilitation services such as activity centres to meet the special needs of persons at risk of being socially isolated or who require training in life skills.
- b) Casework, counselling, assessment and referral services for individuals and families.
- c) Child Welfare Services including protection, foster care, adoption services and preventive services to children in their own home. Day Care services for the children of working parents and other children with social and emotional needs are available under voluntary and public auspices.
- d) Adult day care, homemaker, and similar related services to support families in times of emergencies or as an aid to independent living in the community for the elderly and disabled.
- e) Information and Referral services to ensure access to Social Services.
- f) Community Development services designed to provide deprived communities or target populations with personnel resources so they may improve their own social and economic conditions.
- g) Research, consultation and evaluation with respect to welfare programs.
- h) Administrative services relating to any of the foregoing services or the provision of assistance.

In addition to persons in need as defined in the Plan, federal contributions may be made towards agency costs of providing welfare services to persons who are likely to become in need, if such services are not provided. The amount of federal subsidy is dependent on the proportion of eligible persons as determined by the use of an income test or a pre-determined income level for different sized families.

### Benefits

Social assistance rates are determined by provincial authorities.

### Expenditures

Fiscal Year 1975-76, federal share - \$1,379,412,000.

Source: Canada Assistance Plan Directorate, Health and Welfare Canada.

## Taxation

Welfare payments are non-taxable.

## Indexing

No systematic indexation exists; however, provinces do adjust social assistance rates from time to time in accordance with certain economic indicators.

Quebec social assistance rates are indexed at the beginning of each year by the rate of change in the Quebec Pension Index.

## Administration - Health and Welfare Canada

Funding - Consolidated Revenue Fund. Special arrangements for Quebec have been made under the authority of the Established Programs (Interim Arrangements) Act.



Federal Payments to the Provinces under the Canada Assistance Plan,  
by Program, during the Fiscal Year 1974-1975

Province	General Assistance	Homes for Special Care	Child Welfare	Health Care	Welfare Services	Work Activity Part III	Total
	(\$000's)	(\$000's)	(\$000's)	(\$000's)	(\$000's)	(\$000's)	(\$000's)
Newfoundland	22,923	5,250	1,136	2,233	1,679	---	33,221
P.E.I.	2,861	3,173	226	65	688	---	7,013
Nova Scotia	19,899	5,967	1,607	336	3,373	7	31,189
New Brunswick	27,822	1,329	943	1,127	3,415	588	35,224
Quebec	213,913*	119,653*	22,310*	11,100*	28,350*	714	396,040
Ontario	205,853	14,846	15,704	1,489	33,260	282	271,434
Manitoba	23,262	4,801	4,397	1,541	4,736	1,089	39,826
Saskatchewan	21,053	6,896	1,984	1,654	3,114	---	34,701
Alberta	44,428	4,115	5,376	5	6,796	49	60,769
British Columbia	101,939	14,429	8,324	3,173	11,624	332	139,821
N.W.T.	3,231	1,324	218	72	1,246	---	6,091
Yukon	241	266	6	---	227	---	740
Total	687,425	182,049	62,231	22,795	98,508	3,061	1,056,069

\* Payments made to Quebec under the Established Program (Interim Arrangements) Act through the Department of Finance.

Source: Canada Assistance Plan Directorate Annual Report 1974-75, Health and Welfare Canada.

Number of Persons Being Assisted Under the Canada Assistance Plan  
as at March 31, 1975

Province	Child care	Assistance Recipients*	Adults in Institutions	Total
Newfoundland	3,299	63,127	1,789	68,215
Prince Edward Island	621	8,401	1,120	10,142
Nova Scotia	2,839	52,358	3,431	58,628
New Brunswick	2,920	55,604	2,983	61,507
Quebec	33,042	416,558	11,321	460,921
Ontario	14,779	336,415	33,251	384,445
Manitoba	4,326	56,616	1,086	62,028
Saskatchewan	2,927	45,332	4,978	53,237
Alberta	10,884	77,970	3,414	92,268
British Columbia	9,700	162,349	6,859	178,908
Northwest Territories	n/a	5,711	n/a	5,711
Total	<u>85,337</u>	<u>1,280,441</u>	<u>70,232</u>	<u>1,436,010</u>

\*Including dependents.

Figures were not available for the Yukon Territory.

Source: Canada Assistance Plan Annual Report 1974-75, Health and Welfare Canada.

**CANADA PENSION PLAN ACT, 1965 (as amended)  
and QUEBEC PENSION PLAN ACT, 1965 (as amended)**

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Coverage

Generally speaking, the Plans are an integral part of Canada's social security system, serving as the vehicle whereby millions of members of the Canadian labour force acquire and retain, during their productive years, protection for themselves and their families against loss of income due to retirement, disability or death, regardless of where their employment may take them in Canada and, under certain circumstances, outside Canada.

The Canada Pension Plan does not operate in Quebec because the province exercised its constitutional prerogative to establish a similar provincial pension plan to operate in lieu of C.P.P.

Contributions

Employees pay 1.8% of contributory earnings. In 1977, this excludes the first \$900 of earnings and the maximum earnings on which contributions can be made is \$9,300. These contributions are matched by the employer. Self-employed persons contribute 3.6% on the same earnings range. The lower limit is known as the Year's Basic Exemption (YBE), the upper limit is the Year's Maximum Pensionable Earnings (YMPE).

Effective January 1976, and at the beginning of each subsequent year, the YMPE will be increased by 12.5% until it catches up to the average earnings of Canadian workers as represented by the Industrial Composite of weekly wages and salaries published by Statistics Canada. Thereafter, the YMPE will increase annually in line with the Industrial Composite average. The YBE is fixed at 10% of the YMPE.

Canada Pension Plan Investment Fund

The legislation provides for the investment of the excess funds collected annually by the Canada Pension Plan, less the benefit payments and administrative costs. These excess funds are made available to a province other than a province providing a comprehensive pension plan for investment under a formula based on the ratio of the provinces' contributions to total contributions to the Plan.

## Benefits

### 1. Retirement Pension

The retirement pension payable is 25% of average adjusted contributory career earnings. When calculating benefits, there are provisions which allow a person to drop out a certain number of months of low or zero earnings.

### 2. Disability Pension

This consists of a flat rate portion and an earnings-related portion of 75% of the imputed Retirement Pension. It is payable in the case of a severe and prolonged disability, as a result of which the person is incapable regularly of pursuing any substantially gainful occupation.

### 3. Disabled Contributor's Child Benefit

This consists of a fixed monthly amount and is payable on behalf of an unmarried child up to the age of 18, or up to the age of 25 in the case of a student. However, in order that he be eligible, the student must attend school without interruption. If schooling is interrupted for reasons beyond his control, the benefits may continue to be paid under certain conditions.

Although the benefits are reduced for the fifth and subsequent children, the total payable in respect of all the children is divided equally among them.

### 4. Survivor's Pension

This is paid to the surviving spouse of a contributor.

A benefit consisting of a flat rate portion and 37.5% of the contributor's actual or imputed Retirement Pension is payable to:

- a) a surviving spouse aged 45 - 64;
- b) a surviving spouse under 45 who is disabled or has dependent children.



There is a pro-rated reduction in this benefit when the surviving spouse is between the ages of 35 and 45, is not disabled and has no dependent children. If the spouse is over 65, the benefit is equal to 60% of the contributor's Retirement Pension. This off-setting reduction is made because of the availability of the Old Age Security Pension payable at age 65.

5. Orphan's Benefits

Same as item 3.

6. Death Benefit

This is paid to the estate of the deceased contributor.

It consists of a lump-sum payment equal to 6 months' Retirement Pension up to a maximum of 10% of the Y.M.P.E. for the year of death.

7. Combined Pension

Refers to a surviving spouse's pension and a retirement or disability pension paid simultaneously to the same person.

- N.B. a) Eligibility for benefits other than the Retirement Pension is subject to the contributor having made contributions to the Plan for specified minimum qualifying periods.
- b) Applications must be made for all benefits and approved before entitlement to the benefits exists.

Taxation

Contributions are deductible for income tax purposes. Benefits are taxable.

Indexing

Benefits are adjusted annually to fully reflect increases in the Consumer Price Index (CPI).

Administration

CPP - The Minister of Health and Welfare Canada is responsible for the administration of all parts of the Act with the exception of Part 1, concerning coverage and contributions, which comes under the jurisdiction of the Minister of National Revenue. Specific aspects of the Plan's administration have also been

assigned to the Departments of Supply and Services, Finance and Insurance and to the Unemployment Insurance Commission. The Plan also maintains an extensive network of some 150 district and local offices throughout its jurisdiction.

QPP - The Department of Revenue of Quebec administers contributions and contributory status. The Quebec Pension Board administers the remainder of the Plan. The Quebec Deposit and Investment Fund is responsible for the investment of excess QPP funds.

### Funding

Both plans are funded through direct contributions and interest on the investment of excess funds. These are the surplus of contributions and the interest after the benefit payments and the administrative expenses have been met.

#### **CANADA PENSION PLAN and QUEBEC PENSION PLAN Maximum Monthly Benefits Commencing in 1977**

<u>Type</u>	<u>Flat Rate</u>		<u>Earnings-Related</u>		<u>Total</u>	
	<u>CPP</u>	<u>QPP</u>	<u>CPP</u>	<u>QPP</u>	<u>CPP</u>	<u>QPP</u>
	\$	\$	\$	\$	\$	\$
Retirement			173.61	173.61	173.61	173.61***
Disability	44.84	114.97	130.21	130.21	175.05	245.18
Children & Orphans'						
a) *	44.84	29.00			44.84	29.00
b) **	22.42	29.00			22.42	29.00
Survivor's						
a) over 65			104.17	104.17	104.17	104.17
b) under 65	44.84	114.97	65.10	65.10	109.94	180.07
Death			930.00	930.00	930.00	930.00

\* for each of the first four children

\*\* for each subsequent child

\*\*\* subject to a retirement and earnings test under QPP

### Contributors and Contributions

	<u>CPP</u>	<u>QPP</u>
Contributors (1974)	7,164,246	n.a.

Source: CPP Contributors 1974, Health and Welfare Canada

	<u>CPP</u> <u>1975/76</u> (million dollars)	<u>QPP</u> <u>1975</u>	<u>QPP</u> <u>1976</u>
Contributions	1,489	479	n.a.
Interest	621	253	
Other	19	-	
Total	<u>2,129</u>	<u>732</u>	<u>n.a.</u>

Source: CPP Statistical Bulletin, March 1976  
QPP Annual Report, 1975

### Beneficiaries and Benefits For the month of Sept. 1976

	<u>CPP</u>		<u>QPP</u>	
<u>Type</u>	<u>Benefi- ciaries</u>	<u>Benefits</u> (\$'000's)	<u>Benefi- ciaries</u>	<u>Benefits</u> (\$'000's)
Retirement	523,126	36,926	139,606	10,088
Disability	57,759	8,718	12,505	3,155
Disabled Contributor's				
Child Benefit	29,715	1,486	7,299	311
Surviving Spouse	130,328	11,335	55,535	7,406
Orphans'	91,999	3,980	41,401	1,284
Death	3,031	1,958	1,051***	712
Combined Pensions	10,870	1,148	(1,966)*	-**

\* Recipients of combined pensions are counted for each type of benefit received; thus there is some double-counting.

\*\* The actual amount of the components of combined pensions has already been shown in the appropriate columns (i.e. in the Retirement, Disability and Surviving Spouse Pensions columns).

\*\*\* Number of lump sum payments to the estate.

Source: CPP and QPP Statistical Bulletins, September 1976

## FAMILY ALLOWANCES

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### Coverage

A monthly Family Allowance (F.A.) is paid on behalf of a dependent child under the age of 18, to a parent (usually the mother) who is a resident of Canada, who wholly or substantially maintains the child, and who is

- a) a Canadian citizen; or
- b) a landed immigrant; or
- c) a non-immigrant admitted to Canada for a period of not less than one year during which that person's income is subject to Canadian Income Tax.

F.A. benefits are also paid under certain prescribed circumstances to residents of Canada living abroad.

A Special Allowance is paid on behalf of a child under the age of 18 who is maintained by a welfare agency, a government department or an institution. In some cases, payment is made directly to a foster parent.

### Monthly Benefits

The F.A. Act provides for annual escalation of benefits in January on the basis of the Consumer Price Index. This provision was suspended for 1976 and the allowance continued at the same monthly rate as in 1975. Escalation has been restored for 1977.

1975 and 1976 F.A. rate: \$22.08  
1977 F.A. rate: \$23.89

The following are exceptions to the rates listed above (see Provincial Programs section for explanation).

<u>ALBERTA:</u>		Federal Rate	Federal Rate
	Age of	Paid in	Paid in
	<u>Child</u>	<u>1975 and 1976</u>	<u>1977</u>
	0-6	\$16.40	\$18.00
	7-11	20.80	22.80
	12-15	27.30	30.00
	16-17	30.60	33.50

Source: Income Security Programs Branch,  
Health and Welfare Canada



## QUEBEC:

Per Family	Federal Rate		Provincial Rate			
	1975	1976	1977	1975	1976	1977
1 <sup>st</sup> child	\$13.25	\$14.34	\$3.31	\$3.68	\$3.98	\$5.05
2 <sup>nd</sup> child	19.87	21.50	4.42	4.92	5.32	6.76
3 <sup>rd</sup> child	32.84	35.53	5.52	6.14	6.64	8.43
each additional child	36.16	50.75	6.62	7.36	7.96	10.11

In 1975 and 1976 the federal program paid an additional monthly \$5.52 on behalf of each child 12 years of age and over. In 1977 an additional \$5.97 monthly is paid.

\* Effective May 1<sup>st</sup>, 1977.

Source: Income Security Programs Branch,  
Health and Welfare Canada.

## P.E.I.:

The provincial government pays \$10 per month on behalf of the 5th and each subsequent child in a family, in addition to the federal payment of \$22.08 in 1975 & 1976 and \$23.89 in 1977. The provincial supplement is included in the monthly federal cheque.

## Provincial Programs, Federal-Provincial Arrangements

The federal Family Allowances Act specifies that a provincial legislature may vary the monthly federal FA (but not the Special Allowance) payable within that province, provided that:

- the Allowance is based only on the age of a child, the number of children in a family, or both;
- no monthly Allowance is less than 60% of the current federal rate; and
- total payments in a province with its own rates are, as far as is practicable, when averaged over four consecutive years, the same as if the federal rate had been in effect.

Alberta and Quebec have exercised this option and the rate of Federal Family Allowances paid in those provinces is based on the provincial option.

The Quebec Provincial Family Allowance Plan is financed and administered provincially and closely follows the federal program in terms of its eligibility criteria.

Prince Edward Island has a provincially financed supplement paid on behalf of the 5th and each subsequent child in a family.

Recipients - March 1977

Families\* - 3,561,457 Children - 7,243,525

Source: Income Security Programs Branch  
Family Allowances program statistics,  
March 1977.

Expenditures - Fiscal year 1976-77 - \$1,979,792,556.

Source: Income Security Programs Branch,  
Health and Welfare Canada.

Taxation

The federal Family Allowance is taxable; the Special Allowance, as well as Quebec's Family Allowance\*\*, is not.

Indexing

Quebec's provincial Family Allowances Plan benefits are annually adjusted to reflect increases in the Consumer Price Index (CPI); Prince Edward Island's are not.

Administration - Health and Welfare Canada

Funding - Consolidated Revenue Fund

- - -

\* This figure includes 44,588 child-placing agency accounts plus 2,143 foster accounts. Each account is considered to be a "family".

\*\* This is true only for children up to age 16 under the Quebec Family Allowances Plan. Allowances paid by the province of Quebec for 16 and 17 year old children are taxable income for federal income tax purposes. Provincial payments for children under 16 are not taxable because there is no personal exemption allowed for these children under provincial tax laws.

## NEW HORIZONS PROGRAM

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### Establishment

This program was established under authority of Cabinet and announced by the Minister of National Health and Welfare in July 1972. In January 1975, the Cabinet agreed to recommend that New Horizons be given continuing program status and that yearly contributions in grants be increased by \$4 million, bringing the total annual amount for all costs to \$14 million.

### Purpose

Primarily, the program was designed to alleviate the loneliness and sense of isolation which characterize the lives of many older people by offering them the opportunity to participate more actively in the life of the community. Grants are made available to groups of retired Canadians, consisting generally of no less than 10 members, for the purpose of planning and operating projects in which their talent and skills are to be utilized for the betterment of themselves, other older persons and the community.

### Nature of projects

Projects must be non-profit in nature and of no commercial benefit to others. New Horizons is not an employment program, that is, no money is allowed for salaries to the participants.

Projects funded to date include:

- a) physical recreation;
- b) crafts and hobbies;
- c) historical, cultural and educational programs;
- d) social services;
- e) information services; and
- f) activity centres.

Projects may be funded up to 18 months. There is no fixed limit to the amount of a grant.

Expenditures - As of April 5, 1977, 7,246 projects have been awarded \$42,900,951.

Source: Social Service Programs Branch,  
Health and Welfare Canada.

Administration - Social Service Programs Branch, Health and Welfare Canada.

Funding - Consolidated Revenue Fund.

**OLD AGE SECURITY ACT (OAS), 1951,  
GUARANTEED INCOME SUPPLEMENT (GIS)  
and SPOUSE'S ALLOWANCE (SA)**

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**OLD AGE SECURITY**

Coverage

Persons aged 65 and over meeting either of the following residence conditions can receive the OAS pension:

- a) residence in Canada for at least 10 consecutive years immediately prior to approval of application.

Gaps in this ten-year period can be offset by previous presence in Canada (since age 18) equal to 3 times the length of the gaps, as long as the person was resident in Canada for one full year immediately prior to approval of application; or

- b) residence in Canada for 40 years since age 18.

A person in receipt of the OAS pension may leave Canada and continue to receive the pension indefinitely if he has resided in Canada for a total of 20 years after age 18; if not payment is made for only the month of departure plus an additional six months. In the case of a pensioner residing in Canada who is temporarily absent from the country payment may be resumed when he returns to Canada. Where a pensioner has ceased to reside in Canada payment may be resumed only when he again takes up residence in Canada.

The Old Age Security Act has been amended. The effective date of these amendments is July 1, 1977. Under these amendments, the Old Age Security pension would be "earned" at the rate of 1/40th of the full pension for each year of residence in Canada after age eighteen. This would mean that residence in Canada for forty years after age 18 would qualify a person for the full Old Age Security pension and residence for less than 40 years after 18 would qualify a person for a portion of the full pension. The partial pension would, as a minimum, be 10/40ths of the full Old Age Security pension based upon a minimum requirement of ten years residence in Canada after the age of eighteen. For indefinite payment outside of Canada the requirement of twenty years residence in Canada after age eighteen remains.



The amendments to the legislation will also protect those who now have the possibility of eventually qualifying for a full pension under the existing rules. The new provisions will be implemented gradually over a forty-year period to ensure that everyone in Canada, and persons abroad with prior residence in Canada after age eighteen, will have the opportunity to earn a full Old Age Security pension. The new residence rules will apply to everyone under age twenty-five on July 1, 1977 and to persons outside Canada on that date without prior residence here. However, persons over twenty-five years of age on July 1, 1977 with prior residence in Canada after age eighteen will be able to obtain benefits under either the new or the old rules - whichever is more favourable.

## **GUARANTEED INCOME SUPPLEMENT**

OAS pensioners with little or no income apart from OAS may, upon application, receive a full or partial supplement. Entitlement is normally based on the pensioner's income in the preceding year, calculated in accordance with the Income Tax Act. The maximum GIS is reduced by \$1 a month for every \$2 a month of other income. In the case of a married couple, each is considered to have one half of their combined income. The GIS is added to the pensioner's OAS cheque. GIS is payable abroad for only 6 months following the month of departure from Canada. In the case of a pensioner residing in Canada who is temporarily absent from the country payment may be resumed when he returns to Canada if the other conditions of eligibility are met. Where a pensioner has ceased to reside in Canada payment may be resumed only when he again takes up residence in Canada.

## **SPOUSE'S ALLOWANCE**

The spouse of an OAS pensioner, aged 60 to 64, meeting the same residence requirements as those stipulated for OAS may be eligible for full or partial SA. As of July 1977, SA is payable, upon application, if the annual combined income of the couple is less than \$6,816. This is subject to an income test which does not include the OAS pension, the Guaranteed Income Supplement or the Spouse's Allowance.

The maximum SA is equal in amount to the OAS pension plus maximum GIS at the married rate. That portion of the Spouse's Allowance which is equivalent to OAS is reduced by \$3 a month for every \$4 a month of other income, until it reaches the maximum level of GIS. After that, the portion of the Spouse's Allowance which is equivalent to GIS and the GIS for the pensioner are each reduced by \$1 for each \$4 of other income.

SA is payable outside of Canada for a period of 6 months following the month of departure of either the recipient or the pensioner spouse. In the case of a temporary absence from the country payment may be resumed when the SA recipient or pensioner spouse returns to Canada if the other conditions of eligibility are met. Where the SA recipient or the pensioner spouse has ceased to reside in Canada payment of the SA may be resumed only when the person again takes up residence in Canada.

### Monthly Benefits

	<u>April 1977</u>	<u>July 1977</u>
OAS	\$ 143.46	\$ 147.05
GIS (maximum)		
single person or a married		
person whose spouse is not		
in receipt of OAS or SA	\$ 100.62	\$ 103.14
married couple, both		
pensioners - each	\$ 89.35	\$ 91.58
Spouse's Allowance (maximum)	\$ 232.81	\$ 238.63

Source: Income Security Programs Branch,  
Health and Welfare Canada

### Taxation

The OAS pension is taxable; GIS and SA are not taxable but must be included in computing the net income of a dependent for income tax purposes.

### Indexing

OAS, GIS and SA are subject to an increase every January, April, July and October, to reflect increases in the Consumer Price Index (CPI).

Recipients - March 1977

OAS recipients	
OAS only	899,623
OAS and GIS	<u>1,114,678</u>
Total	<u>2,014,301</u>

SA recipients	<u>71,781</u>
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Total recipients	<u>2,086,082</u>
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Source: Income Security Programs Branch, OAS program statistics, March 1977.

Expenditures

Fiscal year 1976-77	\$4,436,672,389.
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Source: Income Security Programs Branch,  
Health and Welfare Canada .

Administration - Health and Welfare Canada

Funding - Consolidated Revenue Fund

## VOCATIONAL REHABILITATION OF DISABLED PERSONS

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### Coverage

A comprehensive program of vocational rehabilitation for physically and mentally disabled persons is provided jointly by the provinces and the federal government.

Rehabilitated clients are those who are capable of pursuing or undertaking any substantially gainful occupation.

### Services

Services include:

- a) assessment and counselling;
- b) any process of restoration;
- c) training and employment placement;
- d) provision of prosthetic, orthotic and other devices;
- e) tools and books; and
- f) provision of maintenance allowances.

Costs of salaries, fringe benefits, travelling expenses and training of staff whose duties are directly related to the vocational rehabilitation program, and other administrative expenses necessary for the coordination and delivery of services, are cost-shared.

Services are either provided directly by the provincial government or purchased from voluntary agencies. Also, the federal government supports research projects to improve the operation of rehabilitation programs.

### Federal-Provincial Agreements

Agreements are currently in force between the federal government and all territories and provinces except Quebec. Under these agreements, the federal government contributes 50% of the costs of providing a comprehensive program of vocational rehabilitation.

### Research Grants - 1976-77

A grant of \$20,000 has been provided to the National Film Board for special research concerning the utilization of captioned films for French deaf persons in Canada.

### Administration - Health and Welfare Canada

### Funding - Consolidated Revenue Fund.

## The Department of Manpower and Immigration

### Placement

Employment placement services for employment ready disadvantaged persons are available through the facilities of the Department of Manpower and Immigration.

Canada Manpower offers a broad range of services to handicapped persons including diagnostic services, Work Adjustment Training (WAT), and Canada Manpower and Industrial Training Programs (CMITP). Canada Manpower counsellors play a key role in the application and utilization of all these programs.



## Expenditures

### Federal Payments to Provinces and Territories under VRDP Act 1974 - 1975 and 1975 - 1976

<u>Province</u>	<u>1974-75</u>	<u>1975-76</u>
Newfoundland	\$ 159,626	\$ 199,197
Prince Edward Island	66,797	105,127
Nova Scotia	494,331	888,790
New Brunswick	396,822	256,796
Ontario	7,046,384	11,596,314
Manitoba	595,590	1,749,804
Saskatchewan	839,809	1,812,289
Alberta	2,339,005	2,790,727
British Columbia	50,366	1,022,346
Northwest Territories	11,270	52,543
Yukon*	---	137,074
Total	<u>12,000,000</u>	<u>20,611,007</u>

\* 1974-75 expenditures have been claimed in 1975-76.

Source: VRDP Annual Report, 1975-76.

## Recipients

### Number of Disabled Persons Receiving Services through Provincial and Territorial Programs Cost-Shared under VRDP, 1975-1976

<u>Province</u>	<u>No. of New Cases Added</u>	<u>Total No. of Clients Served</u>
Newfoundland	213	673
Prince Edward Island	142	225
Nova Scotia	1,001	2,097
New Brunswick	1,643	2,381
Ontario	5,017	11,799
Manitoba	2,930	8,138
Saskatchewan	2,054	2,802
Alberta	12,612	17,449
British Columbia (calendar year 1975)	1,931	3,048
Northwest Territories	13	18
Yukon	81	117
Total	<u>27,637</u>	<u>48,747</u>

Source: VRDP Annual Report, 1975-76

### I Canada Manpower Training Program

This program has two major goals:

- a) to provide individual workers with opportunities for better paid, steadier, and more satisfying employment; and
- b) to satisfy the needs of business and industry for suitably skilled workers, thus maintaining or improving productivity.

The department purchases or supports training through two avenues:

- a) institutional training (public and private schools, community colleges and vocational centres);
- b) industrial training (contracts with employers and employer associations).

#### 1 Institutional training

##### Objectives

This program attempts to focus on long-term career planning, enabling Canada Manpower Centre (CMC) clients to return for training after periods of employment. Courses are geared to meet the requirements of individual CMC clients and the occupational demands of the labour market.

##### Courses

- a) Basic Training for Skill Development (BTSD)  
Provides educational academic upgrading for adults lacking the entry requirements for occupational skill courses, or needing improved educational qualifications for employment.

Basic Job Readiness Training (BJRT) includes upgrading in language fluency, life skills, work experience, work exposure, job orientation, counselling, and job search techniques. It is a flexible program and all elements do not have to be included in all packages. It is a preparation for entry into employment or higher BTSD.

This program is intended for special-needs clients who require training to improve their employability but are unable to benefit from a regular training program.

- b) Work Adjustment Training (WAT)  
Assists clients who have serious problems obtaining and keeping employment because of inadequate working habits, and a lack of vocational goals. Many may also lack academic qualifications and specific job skills.
- c) Occupational Skill Training Instruction in Three Areas:  
Provides specific skills for labour market entry, skill upgrading, or keeping abreast of technological change in the work environment.
- d) Apprenticeship Training  
Provides the classroom portion of training in specific skills for provincially registered apprentices.
- e) Language Training  
Provides instruction for immigrants and certain Canadian migrants who need language training in one of the two official languages to use their job skills.

Training spaces in these courses are purchased from various academic and technical institutions by Canada Manpower.

#### Federal - Provincial Agreements

The federal and provincial governments may enter into agreements by which the provinces are reimbursed for all or part of occupational training costs for adults and apprentices enrolled in the Canada Manpower Training Program.

#### Selection for Training

The selection of adults to undergo training is made by Canada Manpower Centre counsellors.

#### Eligibility

To be eligible a person must:

- a) be at least one year beyond legal school-leaving age of province of residence; and
- b) have been out of school for 12 months or more after reaching legal school-leaving age (except apprentices).

Maximum training period is 52 weeks and usually less than 12 weeks for apprentices; for WAT, up to 4 weeks are allowed for assessment and up to 12 weeks for adjustment training.

## Benefits

Persons living with spouse or parent.....	\$45/wk
Single persons.....	\$79/wk
Worker with: 1 dependent.....	\$90/wk
2 dependents.....	\$97/wk
3 dependents.....	\$103/wk
4 dependents.....	\$109/wk

A person living away from home receives \$33/wk more (\$38/wk for the Yukon and the Northwest Territories). If it is necessary for a person to commute daily for a distance of more than 30 miles return, the person is entitled to a 7.5¢ mileage allowance for every additional mile.

## 2 - Industrial training (Canada Manpower Industrial Training Program (CMITP))

### Objective

To encourage employers to establish or improve their training programs and, by doing so, to alleviate persistent skill shortages, prevent worker layoffs due to technological change, and expand employment opportunities for the unemployed or for those with special needs.

### Method

Employer-centred training (i.e., training in industry, classroom training, or training-on-the-job) for which the employer is partially reimbursed by Canada Manpower. Minimum training period is one week; the maximum is 52 weeks full-time or 1,820 hours.

### Eligibility

#### Employers:

Any Canadian employer or employer association whose operations are not financed primarily by public funds is eligible to apply for training assistance under the program. If training is designed for people with special needs, any employer is eligible to apply, with the exception of federal departments or agencies.

#### Trainees:

To be considered for training in a project supported by the program, a worker must be:

- a) employed by the contracting company at the time of training;
- b) likely to benefit from the training and related job experience in terms of increased employability and/or earning capacity;
- c) one year beyond the school-leaving age of the province in which the training takes place;
- d) not a member of the employer's immediate family.

Reimbursement to employer: instructional costs up to 100%.

Wage costs: - clients with special needs.....up to 85%  
 - unemployed or threatened  
                     with unemployment.....up to 60%  
 - employed.....up to 40%

Benefits are taxable.

## II Canada Manpower Mobility Program (CMMP)

### Objective

To remove financial barriers for unemployed workers who would otherwise be prevented from moving to areas where their skills are in demand.

### Method

Financial assistance may be paid in the form of grants to individuals for the following purposes:

- a) to assist workers seeking employment in the nearest area in which suitable employment is available;
- b) to enable workers to take advantage of manpower services not available in the area of their residence;
- c) to provide assistance to workers to relocate themselves and their dependents to the area in which they have found suitable employment;
- d) to enable workers to travel to temporary employment outside the locality in which they reside;
- e) to cover the travel costs of persons to training centres in which they have been enrolled in courses under the Canada Manpower Training Program; and
- f) to enable a person to travel to agricultural employment of a seasonal nature.

### Eligibility

Persons who are unemployed, underemployed or about to become unemployed may be eligible if they are:



- a) 18 years of age or over (except for those obtaining Trainee Travel Grants and Grants to Seasonal Agricultural Work);
- b) Canadian citizens or persons legally admitted to Canada for permanent residence; and
- c) clients who have little or no prospect of employment in locality of residence.

PERSONS MUST APPLY FOR MOBILITY ASSISTANCE BEFORE THEY TRAVEL AND BEFORE THEY START THEIR NEW JOBS.

#### Benefits

##### a) Exploratory Grant

Allowances provide:

- (i) return travel costs for the worker, including any necessary meals and overnight accommodation while in transit;
- (ii) a living allowance of \$20 per day for a maximum of two days after the worker arrives in the new area;
- (iii) a preliminary examination allowance to enable the worker's spouse or adult dependent to visit the new locality to determine the suitability for family relocation; travel and living allowances are consistent with those provided under (i) and (ii) above.

##### b) Special Travel Grant

Allowances provide:

- (i) return travel costs for the worker, including any necessary meals and overnight accommodation while in transit;
- (ii) a living allowance of \$20 per day for a maximum of two days after the worker arrives in the new area.

##### c) Relocation Grant

Allowances provide:

- (i) the actual cost of one-way travel for the worker and the worker's dependents to the new locality;
- (ii) the actual cost of moving a worker's household and personal effects or mobile home to the new locality;
- (iii) a re-establishment allowance of \$50 for the worker and \$50 for each relocating dependent.

(The worker must be a resident in Canada for at least one year to be eligible for a re-establishment allowance.)

- d) Travel Grant to Temporary Employment  
Allowances under this grant are the same as provided by an Exploratory Grant, which include return travel costs and living allowances for the worker only.
- e) Trainee Travel Grants  
This grant provides financial assistance in the form of return travel costs for trainees attending schools outside their home areas or a daily travel allowance to enable trainees to commute between their residence and training area.
- f) Travel Grants to Seasonal Agricultural Work  
Allowances provide:
  - (i) return travel costs plus necessary meals and overnight accommodation while in transit between the person's residence and the site of seasonal agricultural work; and
  - (ii) a living allowance of \$20 per day for a maximum of one day, if the worker is to be employed for over one week.

When the job site is within commuting distance, the cost for daily transportation between the person's residence and the site of seasonal agricultural work may be provided.

### III Local Employment Assistance Program (L.E.A.P.)

#### Objective

To create employment opportunities that will lead to ongoing self-sufficiency for specific target groups and/or members of a specific community who, for one reason or another, are unable to maintain regular and adequate employment.

#### Selection

Participant groups are identified in two ways:

- a) information on economic and social conditions for all parts of each province is gathered and used to indicate particular areas of need;
- b) spontaneous inquiries from groups not previously identified will, in some cases, be designated for L.E.A.P. development.

## Eligibility

Persons who are unemployed because they:

- a) have limited job skills; or
- b) live in a geographic location where job opportunities are limited; or
- c) are subject to racial or cultural prejudices; or
- d) have social, mental or physical disabilities that create barriers to employment such as chronic dependency, a criminal record, alcoholism, retardation or physical handicaps.

## Benefits

Funds are allocated to cover wages and some operating costs incurred by the project.

A L.E.A.P. project may receive up to:

- a) \$200,000 for each year it is funded;
- b) \$100,000 for exploration or development for a six-month developmental phase.

In addition to a possible six-month developmental phase, a project is normally funded for up to three years. Contracts are reviewed and extended on a yearly basis.

#### IV Local Initiatives Program (L.I.P.)

Replaced in 1977 by Canada Works. (See page 31).

#### \*Recipients and Expenditures (1976-77)

<u>Program</u>	<u>Expenditures</u>	<u>Trainees or No. of Grants</u>
CMTP (institutional)	\$282.4	
training costs	million	
allowances	\$195.3	172,000
	million	Full-time trainees
		48,300
		Part-time trainees
CMITP (industrial)	\$59.1	60,000
	million	Trainees
travel training	\$5.4	
	million	
training improvements	\$2.9	
	million	
prior settlements	\$3.5	
	million	
CMTP (total)	\$548.6	
	million	
CMMP (mobility)	\$8.7	104,402
	million	Including trainee
		travel grants
L.I.P.	\$187.35	6,645
	million	Projects
		1,005,227
		Man-weeks
		45,259
		Jobs
L.E.A.P.	\$15.1	124
	million	Projects
		1,479
		Jobs

\*Projected figures for 1976-77.

Ref: Department of Manpower and Immigration;  
 Job Creation Branch (for L.I.P. and L.E.A.P.);  
 Manpower Training Branch (for CMTP and CMITP); and  
 Manpower Client Services Branch (for CMMP);  
 March 1976.

## Administration

Department of Manpower and Immigration.

### V Comprehensive Job Creation

The government announced in October 1976 a five-year Employment Strategy which would become operative April 1, 1977. Its components include "Canada Works", "Young Canada Works", "Summer Job Corps", the "Student Summer Employment and Activities Program", "Youth Employment and Employability Measures", "Canada Manpower Centres for Students", "Co-Operative Education", "Job-Experience Training", "Preventive Employment Measures", including the "Local Employment Assistance Program" mentioned earlier and the "Canada Manpower Consultative Service".

#### 1 Canada Works

##### Objective

To create new jobs to counter cyclical, seasonal, and regional unemployment.

##### Main Characteristics

Projects may be funded for up to 52 weeks and may operate at any time during the year but must respond to local unemployment patterns. Projects must create new jobs that both match the skills of the locally unemployed and help re-integrate people into the regular work force. There are two application dates a year.

##### Project Sponsors

Projects are usually sponsored by established organizations, partnerships or corporations.

##### Funding

The amount of federal support per project will not exceed an average of \$15,000 for each month worked, to a maximum of \$180,000. In 1977-78 \$250 million was made available for the program.

##### Emergency Response

Under extraordinary circumstances, such as a natural disaster or unexpected shutdown of a major employer in a small town, projects outside the normal parameters can be funded to aid dislocated workers.



## 2 Young Canada Works

### Objective

To create summer jobs for students in activities of community benefit. The jobs should relate to students' career plans, and be of a nature that will make future entry into the labour market easier.

### Project Sponsorship

Projects are usually sponsored by established organizations, partnerships or corporations.

### Funding

Maximum funding for any project is \$25,000; in 1977 \$50 million was made available for the program.

## 3 Summer Job Corps

### Objective

To create about 6,000 short-term jobs for young people, primarily students, in regions of high unemployment. This program is a component of the Student Summer Employment and Activities Program.

### Project Sponsorship

Federal government departments and agencies will be invited to create projects relating to activities of the sponsoring department, without duplicating existing operations. Young people, primarily students, are eligible for employment.

### Funding

In 1977-78, \$10 million has been made available for this program.

## 4 Student Summer Employment and Activities Program

### Objective

To create jobs for young people during the summer months.

## Participation

Various federal government departments and agencies will initiate programs and activities that create jobs for students. This is a continuing program.

## Funding

In 1977-78 \$65 million has been made available for this program, administered by the Department of Manpower and Immigration.

## 5 Youth Employment and Employability Measures

### a) On Campus Canada Manpower Centres

#### Objective

To assist students and graduates in obtaining summer work or permanent positions, and to provide labour market information.

#### Funding

On-campus CMCs already exist and the five-year Employment Strategy will provide additional resources to improve their effectiveness or to establish new centres as required.

### b) Canada Manpower Centres for Students

#### Objective

To improve the department's delivery of services to young people who are trying to find employment.

#### Expanded Role

A core of the most successful of the seasonal Canada Manpower Centres for Students, which have operated in the spring and summer for several years, will operate on a year-round basis. The department will also establish 20 pilot centres in areas with high youth unemployment, to be known as Youth Employment Centres.

### c) Co-Operative Education

#### Objective

To give students a better understanding of the world of work, enabling them to make more realistic career decisions.

## Method

The federal government will encourage and assist the development of co-operative education programs by the provinces and territories. Their proposals will be submitted, and the federal government will make contributions excluding wage subsidies, toward initial costs of approved projects. Work settings for the full-time secondary and post secondary students involved will be related to their courses of study.

## Funding

Maximum federal contribution will be \$50,000 per province.

## 6 Job Experience-Training Program (J.E.T.)

### Summer Component

Beginning in the summer of 1977, the program will provide potential secondary school dropouts with nine weeks of exposure to work during June, July, and August. This program will help students decide whether to return to school or enter the labour market.

### Funding

Estimated cost of 1977-78 program is \$1.4 million, involving 2,400 students. Community groups such as Chambers of Commerce and Boards of Trade would administer the program.

### Winter Component

Beginning in 1977 recent secondary school dropouts who would experience difficulty getting a job without special help will be provided with nine weeks of subsidized on-the-job experience between October and March, by participating employers.

### Funding

The federal government will share up to 50 percent of salary costs to a maximum of \$600 for each student. It is estimated that in 1977 approximately 6,000 young people will participate in the program at an estimated cost of \$4.9 million.

## PREVENTIVE EMPLOYMENT MEASURES

Existing federal programs such as the Canada Manpower Training Program (CMTP), the Local Employment Assistance Program (L.E.A.P.), and the Canada Manpower Consultative Service (CMCS), will all receive additional funding. CMTP funding will be increased from \$51 million to \$70 million for 1977-78, and L.E.A.P. funding of approximately \$15 million will be increased to \$21 million. The Consultative Service which provides advice and financial incentives to employers when technological or other change threatens to disrupt their workers, will be expanded to develop and monitor work-sharing experiments to increase opportunities for Unemployment Insurance claimants.

## UNEMPLOYMENT INSURANCE ACT

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### Coverage

Coverage under the Unemployment Insurance Act, 1971, includes almost all workers. Some are excluded for specific reasons, such as the self-employed or those 65 years of age and over.

### Eligibility

To receive unemployment insurance benefits, a claimant must have at least 8 weeks of insurable employment in the qualifying period. The qualifying period is either the last 52 weeks or the number of weeks since the last claim. In addition, claimants must be unemployed, capable of and available for work, and unable to find suitable employment.

In order to define benefit entitlement, claimants are divided into two basic classifications. The first, a minor attachment claimant, refers to an individual who has between 8 and 19 weeks of insurable employment in his qualifying period. The second, a major attachment claimant, refers to an individual who has 20 or more insurable weeks.

Only major attachment claimants are eligible for illness, maternity and the special severance benefits.

### Maximum Benefit Duration

Regular benefits:	51 weeks
Illness benefits:	15 weeks maximum (medical certificate required)
Maternity benefits:	15 weeks maximum (medical certificate required)
Special Severance benefits (age 65):	Lump sum payment of 3 weeks of benefits

### Benefit Rate

The benefit rate for all claimants is 66-2/3% of their average weekly insurable earnings during their qualifying weeks. The qualifying weeks for a major attachment claimant are the last 20 weeks of insurable employment. For a minor attachment claimant, the qualifying weeks are the last 8-19 weeks of insurable employment. The average benefit rate in 1976 was \$92.89<sup>1</sup> per week.

### Premiums

The premiums that employees pay into the Unemployment Insurance Account are deducted at the source by the employers.

To be covered under the Unemployment Insurance program, a person must work in insurable employment and have weekly earnings equal to or greater than the minimum level established for the year. The minimum and maximum levels of weekly insurable earnings and premiums payable for 1977 is as follows:

	<u>Earnings</u>	<u>Employee</u>	<u>Employer</u>
Minimum	\$ 44.00	\$ .66	\$ .93
Maximum	220.00	3.30	4.62

Taxation - Premiums are deductible for income tax purposes. Benefits are subject to income tax.

Indexing - The level of benefits changes over time in direct relation to the level of insurable earnings. The maximum benefit rate for 1976 was \$133 per week. In 1977 this has risen to \$147 per week.

### Cost Allocation

The cost of the unemployment insurance program is shared between employees, employers and the federal government. The premiums paid by employees and employers cover the costs of sickness, maternity and special severance benefits as well as the cost of administration while the federal government finances training and fishing benefits. The cost of regular benefits is shared between the employees, employers, and the federal government.

Funding - Employer and employee contributions, and the Consolidated Revenue Fund.

<sup>1</sup>Source: Statistical Report on the Operation of the Unemployment Insurance Act, Statistics Canada Catalogue 73-001, December 1976.



## Revenue

Calendar year 1976	Net premium revenue
Employers and employees	\$2,116,000,000

## Contributors<sup>1</sup>

Estimated insured population: (annual average)

	(000's)
1974	8,617
1975	8,951
1976	9,249

## Benefit Payments<sup>1</sup> (annual average)

	<u>All claims</u>	<u>Total net payment*</u> (\$000's)
1974	827,740	176,601
1975	1,048,984	262,002
1976	1,006,119	278,521

\* After cancellation of warrants and collection of overpayments.

## **Benefit Payment Activities by Type of Benefit for 1976<sup>1</sup>**

	<u>Initial claims allowed*</u>	<u>Benefit paid (\$000's)</u>	<u>Average weekly benefits</u>
Regular	1,854,216	3,019,686	\$ 93.41
Sickness	165,827	129,804	96.49
Maternity	78,819	139,625	97.69
Fishing	24,146	28,880	105.64
Retirement	53,563	18,047	107.05
AOTA**	***	25,531	39.60

\* Includes claims with disqualification and disentitlement and claims previously not allowed.

\*\* Only trainees under the Adult Occupational Training Act who are entitled to unemployment insurance benefits.

\*\*\* Included with regular claims.

<sup>1</sup>Source: Statistical Report on the Operation of the Unemployment Insurance Act, Statistics Canada Catalogue 73-001, December 1976.

## WORKMEN'S COMPENSATION

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### Coverage

Coverage is compulsory for employees in specified categories of industry and commerce. Bank employees and domestic and agricultural workers are excluded except in Ontario, where the latter group is compulsorily covered under the Ontario Act, and in Quebec where bank employees are compulsorily covered under the Quebec Act. Some other provinces provide for coverage on voluntary application by the employer.

Compensation replaces right of action against employers and fellow employees, but not against a third party.

### Contributions

These are paid by employers. Rates of contribution vary from industry to industry depending, among other things, on "risk of injury". Insurance principle is utilized.

### Benefits

Compensation is paid in case of injury or death occurring at work. Compensation for injury is affected by:

- a) the degree of the disability, as determined by a doctor; and
  - b) the duration of the disability, be it temporary or permanent.
- The maximum compensation is 75% of earnings, up to a provincially set "earnings ceiling".

Benefits are usually paid to a surviving spouse and dependent children, and occasionally to one "other" dependent (a parent, in the case of a single worker).

### Taxation

Pensions and benefits are non-taxable.

## Federal-Provincial Arrangements

The Government Employees Compensation Act, administered by Labour Canada, provides that public service employees will receive the benefits provided by the Worker's Compensation Act of the province in which they are usually employed. Labour Canada reimburses the provincial boards for expenditures made on behalf of public service employees.

## Recipients and Expenditures

See attached table.

## Administration

Provincial Workmen's Compensation Boards (or Commissions).

Financing - Contributions by employers.

Workmen's Compensation Pensions and Other Benefits, by Province, 1977

Province	1977 earnings ceiling	Monthly pension			Other benefits <sup>3</sup>		
		PTD <sup>1</sup>	widow	child <sup>2</sup>	orphan <sup>2</sup>	lump sum <sup>4</sup>	funeral transportation of body
Newfoundland	\$ 12,000	\$ 749.97	\$ 250.00	\$ 60.00	\$ 60.00	\$ 500.00	\$ 150.00
P.E.I.	12,000	749.97	250.00	40.00	50.00	400.00	100.00
Nova Scotia	12,000	749.97	284.00	59.00	77.00	500.00	100.00
New Brunswick	12,000	749.97	250.00	50.00	75.00	500.00	n.c.
Quebec	13,500	843.75	211.39	54.98	86.39	500.00	150.00
Ontario	15,000	937.50	286.00	77.00 <sup>7</sup>	88.00	600.00	n.c.
Manitoba	16,000	1,000.00	--	77.00	88.00	750.00	n.c.
Saskatchewan	16,000	1,000.00	275.00	65.00	80.00	500.00	n.c.
Alberta	14,500	903.76	-- <sup>5</sup>	90.00 <sup>7</sup>	90.00	500.00	100.00
British Columbia	15,600	971.06	-- <sup>6</sup>	-- <sup>6</sup>	-- <sup>6</sup>	655.69	262.27
N.W.T.	14,500	903.76	398.75	90.62	90.62	580.00	n.c.
Yukon	13,000	810.20	226.00	73.00	92.00	693.00	116.00

N.B. f means - maximum amount allowable for funeral expenses.

b means - maximum amount allowable for a burial plot.

n.c. means - necessary costs.

Benefit rates, in some provinces, are changed on an ad hoc basis. Rates in this table are current as of January 1, 1977.

- 1 Compensation for permanent total disability (PTD) and temporary total disability is the same, that is, 75% of earnings within the ceilings. Temporary and permanent partial disability pensions are calculated accordingly.
- 2 A "dependent child" (or orphan) is a child 16 years of age or less (18 in Quebec, the N.W.T. and the Yukon). In all jurisdictions, benefits are paid until the recipient reaches 21 years of age, if he is a student, with the following exceptions:
  - a) in Alberta, they are paid until the recipient reaches 25 years of age;
  - b) in Ontario and Quebec, as long as he remains a full-time student; and
  - c) in Manitoba, until he is granted a university degree or until he completes a technical training course.
- 3 All Boards have the authority to award a reasonable sum of compensation to a dependent other than a surviving spouse or children. In each case the Board determines the amount of the award by considering the pecuniary loss suffered by the dependent as a result of the death.
- 4 The Lump Sum payment is normally made immediately upon the death of the insured worker. Common-law wives are eligible for compensation, in the following provinces and in the territories, if they cohabited with the worker immediately before his death for a prescribed number of years. The stipulated number of years varies depending on whether or not there are dependent children.

	<u>Number of years of cohabitation</u>			<u>Number of years of cohabitation</u>	
	without children	with children		without children	with children
Newfoundland	7	2	Alberta	5	2
Nova Scotia	6	1	B.C.	3	1
Ontario	6	2	N.W.T.	6	2
Manitoba	3	-	Yukon	3	-
Saskatchewan	2	-			

Welfare Information Systems Branch, NH&W, July 1977.

5 A dependent spouse and children are entitled to the same pension that would have been received by the  
worker if the injury had resulted in permanent total disability.

6 1 - Widows (or invalid widowers):

- a) with 2 or more dependent children - full PTD plus \$85.23 per month for each child beyond 2 in  
number;
- b) with 1 dependent child - 85% of PTD;
- c) without dependent children,
  - (i) if they are under 40 years of age, a cash settlement of \$13,113.52;
  - (ii) if they are between 40 and 50, \$275.37 a month, plus a proportion (depending on age) of the  
difference between the \$275.37 and 60% of the PTD;
  - (iii) if they are over 50, 60% of the PTD pension a month (minimum of \$275.37).

2 - Children, when there is no surviving spouse or common-law spouse, receive the following:

- a) 1 dependent child - 40% of PTD pension per month;
- b) 2 dependent children - 50% of PTD pension per month;
- c) 3 or more dependent children - 60% of PTD pension plus \$85.23 per month for each child  
beyond 3 in number.

7 When a dependent widow remarries, the children are entitled to the monthly amount indicated.



5 Un conjoint et les enfants à charge ont droit à la même pension qu'aurait reçue le travailleur si une invalidité totale permanente avait été causée par la blessure.

6 1 - Les veuves (ou les veufs invalides):

- a) ayant 2 ou plus de 2 enfants à charge reçoivent le plein montant de la pension pour l'invalidité totale permanente plus \$85.23 par mois pour chaque enfant au-delà des 2 premiers;
- b) ayant 1 enfant à charge reçoivent 85% du montant de la pension pour l'invalidité totale permanente;
- c) ayant aucun enfant à charge,
  - (i) si elles sont âgées de moins de 40 ans, reçoivent un règlement comptant de \$13,113.52;
  - (ii) si elles ont entre 40 et 50 ans, reçoivent \$275.37 par mois, plus une partie (établie d'après leur âge) de la différence entre le \$275.37 et 60% de la pension pour l'invalidité totale permanente;
  - (iii) si elles ont plus de 50 ans, reçoivent 60% de la pension pour l'invalidité totale permanente (un minimum de \$275.37).

2 - Lorsqu'il n'y a pas de conjoint survivant ou de conjoint de droit commun, les enfants reçoivent les montants suivants:

- a) 1 enfant à charge - 40% de la pension pour l'invalidité totale permanente par mois;
- b) 2 enfants à charge - 50% de la pension pour l'invalidité totale permanente par mois;
- c) 3 ou plus de 3 enfants à charge - 60% de la pension pour l'invalidité totale permanente plus \$85.23 par mois pour chaque enfant au-delà des 3 premiers.

7 Lorsqu'une veuve à charge se marie, les enfants ont droit au montant mensuel indiqué.

1 Les indemnisations accordées pour une invalidité totale soit permanente, soit temporaire sont les mêmes, c'est-à-dire 75% des gains au-dessous du plafond établi. Les pensions accordées pour une invalidité partielle soit temporaire, soit permanente sont calculées selon les cas.

2 Un "enfant à charge" (ou un orphelin) est un enfant de 16 ans ou moins (de 18 ans au Québec, dans les Territoires du Nord-Ouest et au Yukon). Partout, les prestations sont versées jusqu'à ce que le bénéficiaire atteigne l'âge de 21 ans, s'il est étudiant, sauf dans les provinces suivantes:

- a) en Alberta, elles sont versées jusqu'à ce que le bénéficiaire atteigne l'âge de 25 ans;
- b) en Ontario et au Québec, aussi longtemps qu'il demeure étudiant à plein temps; et
- c) au Manitoba, jusqu'à ce qu'il reçoive un diplôme universitaire ou jusqu'à ce qu'il complète un cours dans une école technique.

3 Toutes les commissions sont autorisées à accorder un montant raisonnable d'indemnisation à une personne à charge autre qu'un conjoint survivant ou des enfants. Dans chaque cas, la commission fixe le montant en tenant compte de la perte de ressources pécuniaires éprouvée par la personne à charge à la suite du décès.

4 Le paiement d'une somme forfaitaire est normalement effectué immédiatement après le décès du travailleur assuré. Les épouses de droit commun sont admissibles à l'indemnisation dans les provinces et les territoires énumérés dans la liste suivante, si elles ont cohabité avec le travailleur immédiatement avant son décès pendant un nombre d'années prescrit. Le nombre d'années prescrit varie selon s'il y a oui ou non des enfants à charge.

	Nombre d'années de cohabitation			Nombre d'années de cohabitation	
	sans enfant	avec enfants		sans enfant	avec enfants
T.-N.	7	2	Alberta	5	2
N.-É.	6	1	C.-B.	3	1
Ontario	6	2	T.N.-O.	6	2
Manitoba	3	-	Yukon	3	-
Saskatchewan	2	-			

Pensions et autres prestations versées par les Commissions des accidentés du travail,  
par province, 1977

Province	Plafond des gains en 1977	Pension mensuelle				Autres prestations <sup>3</sup>	
		invalidité totale permanente	veuve	enfant <sup>2</sup>	orphelin <sup>2</sup>	somme for- faitaire <sup>4</sup>	obsèques
							transport de la dépouille mortelle
Terre-Neuve	\$ 12,000	\$ 749.97	\$ 250.00	\$ 60.00	\$ 60.00	\$ 500.00	\$150.00
f.-P.-É.	12,000	749.97	250.00	40.00	50.00	400.00	100.00
N.-É.	12,000	749.97	284.00	59.00	77.00	500.00	100.00
N.-B.	12,000	749.97	250.00	50.00	75.00	500.00	f.n.
Québec	13,500	843.75	211.39	54.98	86.39	500.00	150.00
Ontario	15,000	937.50	286.00	77.00 <sup>7</sup>	88.00	600.00	f.n.
Manitoba	16,000	1,000.00	-- <sup>5</sup>	77.00	88.00	750.00	f.n.
						s 50.00	
Saskatchewan	16,000	1,000.00	275.00	65.00	80.00	500.00	f.n.
						o 400.00	
						s 50.00	
Alberta	14,500	903.76	-- <sup>5</sup>	90.00 <sup>7</sup>	90.00	500.00	100.00
						o 450.00	
						s 100.00	
C.-B.	15,600	971.06	-- <sup>6</sup>	-- <sup>6</sup>	-- <sup>6</sup>	655.69	262.27
						o 786.80	
						s 262.27	
T.N.-O.	14,500	903.76	398.75	90.62	90.62	580.00	f.n.
Yukon	13,000	810.20	226.00	73.00	92.00	693.00	116.00

N.B. - o - signifie le montant maximal accordé pour le coût des funérailles.  
s - signifie le montant maximal accordé pour l'achat du terrain de sépulture.  
f.n. - signifie frais nécessaires.

Les taux de prestations dans certaines provinces sont ajustés de façon irrégulière. Le tableau ci-dessus représente les taux de prestations versées à compter du 1<sup>er</sup> janvier 1977.

Ententes fédérales-provinciales

La Loi sur l'indemnisation des employés de l'État, administrée par Travail Canada, prévoit que les employés de la fonction publique recevront les prestations prévues par la loi sur l'indemnisation des accidentés du travail de la province dans laquelle ils travaillent habituellement. Travail Canada rembourse les commissions provinciales des dépenses faites au nom des fonctionnaires.

Bénéficiaires et dépenses

Voir le tableau ci-joint.

Administration

Commissions provinciales (ou Conseils provinciaux)  
d'indemnisation des accidentés du travail.

Financement

Cotisations versées par les employeurs.

Champ d'application

Sont protégés les employés de catégories déterminées de l'industrie et du commerce. Les employés de banques, les salariés domestiques et les travailleurs agricoles comptent parmi ceux qui ne sont pas protégés sauf en Ontario, où la protection des travailleurs agricoles est obligatoire en vertu de la loi ontarienne, et au Québec, où elle est obligatoire pour les employés de banques en vertu de la loi du Québec. Dans d'autres provinces le champ d'application peut s'étendre aux employés dont l'employeur en fait la demande.

L'indemnisation tient lieu de droit de recours contre les employeurs et les collègues mais non pas contre un tiers.

### Cotisations

Elles sont payées par les employeurs. Les taux de cotisations varient d'une industrie à l'autre selon, parmi d'autres facteurs, le "risque d'accident". On utilise le principe des assurances.

### Prestations

Une indemnisation est versée en cas d'accident ou de décès survenus au travail. L'indemnisation à l'occasion d'un accident varie selon:

- a) le degré d'invalidité, tel que déterminé par un médecin; et
- b) la durée de l'invalidité, qu'elle soit temporaire ou permanente.

Le maximum de l'indemnisation s'élève à 75% des gains, jusqu'à un "plafond des gains" déterminé par chaque province.

Les prestations sont habituellement versées au conjoint survivant et aux enfants à charge et, à l'occasion, à une "autre" personne à charge (un père ou une mère, dans le cas d'un travailleur seul).

### Imposition

Les pensions et les prestations ne sont pas imposables.

Financement

Les cotisations de l'employé et de l'employeur et le Fonds du revenu consolidé.

Cotisations	Année civile 1976	Employeurs et employés	Cotisants
			1
			\$2,116,000,000
			Revenu net des primes

Estimation de la population assurée: (moyenne annuelle)

1974	8,617	(000's)
1975	8,951	
1976	9,249	

1 Prestations versées

Montant des prestations	Prestataires*	prestations (\$000's)
1974	827,740	176,601
1975	1,048,984	262,002
1976	1,006,119	278,521

\*Les prestataires d'une pension de retraite n'y sont pas compris.

Prestations versées selon le genre de prestations, juin 1976<sup>1</sup>

Demandes initiales permises*	Total (\$000's)	Prestations hebdomadaires moyennes
Ordinaire	1,854,216	\$ 93,41
Maladie	165,827	96,49
Maternité	78,819	97,69
Pêche	24,146	105,64
Retraite	53,563	107,05
LFPAA**	25,531	39,60

1 Source:

Rapport statistique sur l'application de la Loi sur l'assurance-chômage, Statistique Canada, catalogue n° 73-001, décembre 1976.

\* Y compris les demandes inacceptables et sans droit et les demandes refusées au préalable.  
 \*\* Seulement les stagiaires bénéficiant des programmes établis en vertu de la Loi sur la formation professionnelle des adultes qui sont admissibles aux prestations d'assurance-chômage.  
 \*\*\* Compris dans le nombre de demandes ordinaires.



## Taux des prestations

Le taux des prestations de tout prestataire est de 66-2/3% de la moyenne de la rémunération hebdomadaire assurable pendant ses semaines de référence, qui sont, dans le cas d'un prestataire de la catégorie majeure, les 20 dernières semaines d'emploi assurable. Quant au prestataire de deuxième catégorie, les semaines admissibles sont les 8 à 19 dernières semaines d'emploi assurable. Le taux moyen des prestations hebdomadaires en 1976 était de \$92,89.

## Primes

Les primes payées par l'employé au Compte de l'assurance-chômage sont déduites à la source par l'employeur.

Pour être couverte par le programme d'assurance-chômage une personne doit avoir un emploi assurable et toucher un salaire hebdomadaire au moins égal au niveau minimum de l'année. Les niveaux minimum et maximum de la rémunération hebdomadaire assurable et les primes payables en 1976 étaient les suivants:

## Gains Employé Employeur

Montant minimal	\$ 44.00	\$ .66	\$ .93
Montant maximal	\$ 220.00	\$ 3.30	\$ 4.62

Imposition - Les primes sont déductibles du revenu imposable mais non les prestations.

Indexation - Le niveau des prestations est modifié en fonction du niveau de la rémunération assurable. Le taux maximum des prestations en 1976 était de \$133 par semaine. En 1977 il s'élève à \$147 par semaine.

## Répartition des frais

Les frais du programme d'assurance-chômage sont partagés entre les employés, les employeurs et le gouvernement fédéral. Les primes payées par les employés et les employeurs couvrent les frais des prestations de maternité, de maladie et des prestations spéciales de fin de service de même que les frais administratifs alors que le gouvernement finance les prestations pour la formation et les prestations pour la pêche. Les frais des prestations ordinaires sont répartis entre les employés, les employeurs et le Gouvernement fédéral.

Source: Rapport statistique sur l'application de la Loi sur l'assurance-chômage, Statistique Canada, catalogue n° 73-001, décembre 1976

Champ d'application

Presque tous les travailleurs sont couverts par la Loi sur l'assurance-chômage, 1971; certains ne le sont pas pour des raisons particulières, comme les employés autonomes ou les personnes âgées de plus de 65 ans.

Admissibilité

Pour toucher des prestations d'assurance-chômage, le requérant doit avoir exercé un emploi assurable pendant au moins huit semaines au cours de la période de référence qui est constituée des 52 dernières semaines ou du nombre de semaines depuis la dernière demande. En outre, le requérant doit être chômeur, en mesure de travailler et prêt à le faire, mais incapable de trouver un emploi approprié.

Aux fins de la définition de l'admissibilité aux prestations, les requérants sont divisés en deux catégories: celle du prestataire de la catégorie mineure, qui s'applique à celui qui a occupé un emploi assurable pendant 8 à 19 semaines au cours de sa période de référence, et celle du prestataire de la catégorie majeure, qui a travaillé pendant au moins 20 semaines assurables.

Seuls les prestataires de la catégorie majeure sont admissibles aux prestations de maladie et de maternité, de même qu'aux prestations spéciales de fin de service.

Période maximale de versement des prestations

Prestations ordinaires: 51 semaines

Prestations de maladie: 15 semaines au plus

(certificat médical requis)

Prestations de maternité: 15 semaines au plus

(certificat médical requis)

Prestations spéciales de fin de service (65 ans): Versement global équivalent à trois semaines de prestations

Financement

Le coût du programme pour l'année 1977-1978 est estimé à \$1.4 million et 2,400 étudiants y participeront. Des groupes communautaires comme les chambres de commerce et les associations de commerçants seront les administrateurs du programme.

Mois d'hiver

A partir de l'année 1977, les étudiants du niveau secondaire qui ont abandonné depuis peu l'école et qui auraient de la difficulté à trouver un emploi sans une aide spéciale pourront profiter d'une expérience au travail subventionnée pendant neuf semaines, entre les mois d'octobre et de mars, grâce au concours d'employeurs participants.

Financement

Le gouvernement fédéral financera jusqu'à 50% du coût des salaires, le montant maximal étant de \$600 par étudiant. On prévoit qu'en 1977 environ 6,000 jeunes gens participeront à ce programme, à un coût prévu de \$4.9 millions.

**MESURES PRÉVENTIVES EN VUE DE L'EMPLOI**

Les programmes fédéraux actuels comme le Programme de formation de la Main-d'oeuvre du Canada (PFMC), le Service d'aide à la création locale d'emploi (P.A.C.L.E.) et le Service consultatif de la Main-d'oeuvre du Canada (SCMC) bénéficieront tous de subventions accrues. La subvention du PFMC sera portée de \$51 millions à \$70 millions en 1977-78 et celle du P.A.C.L.E., qui est d'environ \$15 millions, sera portée à \$21 millions. Le Service consultatif qui offre des conseils et et des primes d'encouragement aux employeurs lorsque des changements technologiques ou autres menacent le travail de leurs employés, sera étendu afin d'élaborer et de surveiller des expériences dans le domaine de l'échange d'emploi qui ont pour but d'améliorer les possibilités d'emploi pour les requérants de l'Assurance-chômage.

b) Centres de Main-d'oeuvre du Canada pour étudiants

Objectif

Améliorer la prestation des services ministériels aux jeunes gens qui cherchent un emploi.

Rôle étendu

Un groupe de centres saisonniers de Main-d'oeuvre du Canada pour étudiants qui ont eu beaucoup de succès et qui ont été ouverts au printemps et à l'été pendant plusieurs années offriront maintenant leurs services toute l'année. Le Ministère établira aussi 20 centres pilotes qui seront appelés Centres d'emplois pour les jeunes dans des régions où le chômage chez les jeunes est particulièrement élevé.

c) Programme d'alternance travail-études

Objectif

Donner aux étudiants une meilleure connaissance du monde du travail, ce qui leur permettra de faire un choix de carrière plus réaliste.

Méthode

Le gouvernement fédéral encouragera et aidera les provinces et les territoires à créer des programmes d'alternance travail-études. Ces derniers soumettront leurs projets et le gouvernement fédéral accordera des subventions, pour défrayer les coûts de mise en oeuvre des projets approuvés, à l'exclusion des salaires. Le travail des étudiants à temps plein, du niveau secondaire et postsecondaire, qui participeront à ce projet sera en rapport avec leur programme d'étude.

Financement

La subvention fédérale maximale sera de \$50,000 par province.

6 Programme de formation et d'expérience professionnelles

Mois d'été

A partir de l'été 1977, le programme permettra aux étudiants du niveau secondaire qui songent à quitter l'école, de travailler pendant neuf semaines au cours des mois de juin, juillet et août. Ce programme aidera les étudiants à décider s'ils veulent retourner à l'école ou entrer sur le marché du travail.

Parrainage des projets

Les ministères et organismes fédéraux seront invités à créer des projets liés aux activités du ministère assurant le parrainage, sans toutefois faire double emploi avec les opérations actuelles. Les jeunes, surtout les étudiants, pourront postuler un emploi.

Financement

En 1977-1978, \$10 millions seront consacrés à ce programme.

4 Programme des activités et de l'emploi d'été des étudiants

Objectif

Créer des emplois d'été pour les jeunes.

Participation

Divers ministères et organismes fédéraux mettront sur pied des activités et des programmes qui créeront des emplois pour les étudiants; il s'agit d'un programme permanent.

Financement

En 1977-1978, \$65 millions seront consacrés à ce programme, qui est administré par le ministère de la Main-d'oeuvre et de l'Immigration.

5 Mesures relatives à l'emploi et à l'aptitude au travail

a) Centres de la Main-d'oeuvre du Canada sur le campus

Objectif

Aider les étudiants et les diplômés à obtenir un travail d'été ou un poste permanent et leur donner des renseignements sur le marché du travail.

Financement

Il existe déjà de tels centres et la stratégie d'emploi quinquennale leur fournira des ressources supplémentaires qui leur permettront d'améliorer l'efficacité de leurs services ou d'ouvrir au besoin, de nouveaux centres.

Parrainage des projets

Les projets sont ordinairement parrainés par des sociétés ou des organismes établis.

Financement

Le montant de la subvention fédérale par projet ne dépassera pas une moyenne de \$15,000 par mois de travail, jusqu'à concurrence de \$180,000. Pour 1977-1978, \$250 millions ont été affectés au programme.

Mesures d'urgence

Dans des circonstances exceptionnelles, comme un désastre naturel ou la fermeture inattendue d'une importante entreprise dans une petite ville, des projets dépassant les limites normales peuvent être financés pour aider les travailleurs mis à pied.

2 Jeunesse Canada au travail

Objectif

Créer, pour les étudiants, des emplois d'été dans les secteurs d'activités qui seraient bénéfiques à la collectivité. Ces emplois doivent être liés aux projets de carrière des étudiants et être de nature à faciliter l'entrée des étudiants sur le marché du travail.

Parrainage des projets

Les projets sont ordinairement parrainés par des sociétés ou des organismes établis.

Financement

La subvention maximale pour les projets est de \$25,000; pour 1977, \$50 millions ont été affectés au programme.

3 Compagnie des travailleurs d'été

Objectif

Créer environ 6,000 emplois à court terme pour les jeunes, surtout les étudiants, dans les régions de chômage élevé. Ce programme fait partie du Programme des activités et de l'emploi d'été des étudiants.



Réf: Ministère de la Main-d'oeuvre et de l'Immigration:  
 Direction générale de la création d'emploi (pour P.I.L. et  
 P.A.C.L.E.);  
 Direction générale de la formation de la main-d'oeuvre (pour  
 le Programme de formation de la main-d'oeuvre du Canada  
 et le Programme de formation industrielle de la main-  
 d'oeuvre du Canada); et  
 Direction générale des services aux clients de la main-  
 d'oeuvre (pour le Programme de mobilité de la main-d'oeuvre  
 du Canada);  
 mars 1976.

## Administration

Ministère de la Main-d'oeuvre et de l'Immigration.

## V Programme de création d'emplois

Le gouvernement a annoncé en octobre 1976 la mise en oeuvre  
 d'une stratégie d'emploi quinquennale qui entrera en vigueur le 1<sup>er</sup>  
 avril 1977 et offrira les programmes suivants: "Canada au  
 travail", "Jeunesse Canada au travail", "Compagnie des  
 travailleurs d'été", "Programme des activités et de l'emploi d'été  
 des étudiants", "Mesures relatives à l'emploi et à l'aptitude au  
 travail des jeunes", "Centres de la Main-d'oeuvre du Canada pour  
 étudiants", "Programme d'alternance travail-études", "Programme  
 de formation et d'expérience professionnelles", "Mesures  
 préventives en vue de l'emploi", y compris le "Programme d'aide à  
 la création locale d'emplois" mentionné plus haut et "Service  
 consultatif de la Main-d'oeuvre du Canada".

## I Canada au travail

### Objectif

Créer de nouveaux emplois pour faire face au chômage régional,  
 saisonnier et cyclique.

### Caractéristiques principales

Les projets peuvent être financés pendant une période maximale  
 de 52 semaines, à quelque moment que ce soit au cours de l'année,  
 mais ils doivent répondre aux tendances de chômage locales. Ces  
 projets doivent créer de nouveaux emplois qui correspondent aux  
 compétences des chômeurs locaux et aident à la réintégration des  
 gens sur le marché du travail. Il y a deux périodes de présentation  
 des demandes par année.

Remplacé en 1977 par Canada au travail. (voir page 33)

Bénéficiaires et dépenses (1976-77)

Programme	Dépenses	Stagiaires ou nombre de subventions
Programme de formation de la main-d'oeuvre du Canada (institutionnelle)	\$282.4 millions	
frais de formation		
allocations	\$195.3 millions	172,000 stagiaires à temps plein
		48,300 stagiaires à temps partiel
Programme de formation industrielle de la main-d'oeuvre du Canada	\$59.1 millions	60,000 stagiaires
voyages en formation	\$5.4 millions	
améliorations en formation	\$2.9 millions	
règlements préalables	\$3.5 millions	
Programme de formation de la main-d'oeuvre (total)	\$548.6 millions	
Programme de mobilité de la main-d'oeuvre du Canada	\$8.7 millions	104,402 y compris les subventions de voyages des stagiaires
Programme d'initiatives locales	\$187.35 millions	6,645 projets 1,005,227 semaines-hommes 45,259 emplois
Programme d'aide à la création locale d'emplois	\$15.1 millions	124 projets 1,479 emplois

\* Les chiffres reflètent les projections pour 1976-77.

Un projet du P.A.C.L.E. peut recevoir jusqu'à:

- a) \$200,000 pour chaque année où il est soutenu par le Programme;
- b) \$100,000 pour la recherche ou la mise au point d'une étape de développement de six mois.

Outre une étape de développement possible de six mois, un projet est normalement financé pour une période maximale de trois ans. Les contrats sont examinés et prolongés sur une base annuelle.

f) Subventions de déplacement à un travail agricole saisonnier

Cette subvention prévoit:

- (1) les frais de déplacement aller-retour plus les repas et l'hébergement nécessaires pendant le voyage entre le domicile de la personne et l'endroit du travail agricole saisonnier;
  - (iii) une allocation de subsistance de \$20 par jour jusqu'à concurrence de 1 jour si l'on prévoit que l'emploi sera pour plus d'une semaine.
- Quand l'endroit de travail est assez près pour permettre un trajet journalier, on peut payer les frais de transport quotidien pour que la personne puisse se rendre là où le travail agricole saisonnier est disponible.

III Programme d'aide à la création locale d'emplois (P.A.C.L.E.)

### Objectif

Créer des occasions d'emploi qui conduiront à l'autonomie financière permanente de groupes cibles particuliers et (ou) de membres d'une communauté particulière qui, pour une raison quelconque, sont incapables de garder un emploi régulier et adéquat.

### Sélection

- Les groupes participants sont identifiés de deux façons:
- a) des renseignements sur les conditions économiques et sociales de toutes les parties de chaque province sont rassemblés et employés pour indiquer les régions nécessitantes particulières;
  - b) des demandes de renseignements spontanées de groupes non préalablement identifiés serviront, dans certains cas, au Programme d'aide à la création locale d'emplois lorsqu'il s'agit de décider qui bénéficiera du programme.

### Admissibilité

Les personnes qui sont en chômage parce qu'elles:

- a) ont peu d'aptitudes professionnelles; ou
- b) vivent dans un endroit où les occasions d'emploi sont limitées; ou
- c) sont victimes de préjugés raciaux ou culturels; ou
- d) souffrent d'inadaptation sur les plans social, mental ou physique et que cela constitue des obstacles à leur embauche, notamment une dépendance chronique, un casier judiciaire, l'alcoolisme, l'arriération mentale, ou des handicaps physiques.

### Prestations

On octroie des fonds pour couvrir les salaires et certains frais d'exploitation du projet.

(!!!!) une allocation d'examen préliminaire pour permettre au conjoint ou à l'adulte à la charge du travailleur de visiter la nouvelle localité afin de déterminer s'il convient d'y installer la famille; les allocations de voyage et de subsistance sont conformes à celles prévues sous (i) et (ii) ci-dessus.

b) Subvention de déplacement spécial  
Cette subvention prévoit:

- (i) les frais de déplacement aller-retour y compris les repas et l'hébergement nécessaires pendant le voyage;
- (iii) une allocation de subsistance de \$20 par jour jusqu'à concurrence de deux jours après que le travailleur arrive dans la nouvelle région.

c) Subvention d'éménagement  
Cette subvention prévoit:

- (i) le coût réel d'un aller, pour le travailleur et les personnes à sa charge, à la nouvelle localité;
- (ii) le coût réel du déménagement des meubles et des articles personnels ou de la maison mobile du travailleur à la nouvelle localité; et
- (iii) une allocation de réinstallation de \$50 pour le travailleur et de \$50 pour chaque personne à sa charge qui s'installe dans la nouvelle localité.

(Le travailleur doit avoir résidé au Canada au moins un an pour être admissible à une allocation de réinstallation.)

d) Subvention de déplacement en vue d'un emploi temporaire

Les allocations versées en vertu de la présente subvention sont identiques à celles payées au titre d'une Subvention pour chercher un emploi, allocations qui comprennent les frais de déplacement aller-retour et des allocations de subsistance pour le travailleur seulement.

e) Subventions de déplacement d'un stagiaire

Cette subvention assure une aide financière, sous forme de frais de déplacement aller-retour, aux stagiaires qui fréquentent des écoles éloignées de la région où ils habitent; elle assure également une allocation de déplacement quotidien pour permettre aux stagiaires de faire le trajet entre leur résidence et la région de formation.

- Des particuliers peuvent recevoir de l'aide financière sous forme de subventions aux fins suivantes:
- a) aider les travailleurs se cherchant un emploi dans la région la plus près où du travail approprié est disponible;
  - b) permettre aux travailleurs de profiter de services de main-d'œuvre non assurés dans la région de leur résidence;
  - c) aider les travailleurs et les personnes à leur charge à s'installer dans la région où ils ont trouvé un emploi convenable;
  - d) permettre aux travailleurs de se déplacer pour se rendre au lieu d'un emploi temporaire à l'extérieur de la localité où ils résident;
  - e) payer les frais de déplacement de particuliers pour qu'ils puissent se rendre aux centres de formation dans lesquels ils sont inscrits pour des cours en vertu du Programme de formation de la main-d'œuvre du Canada; et
  - f) permettre à une personne de se déplacer pour se rendre au lieu d'un emploi agricole saisonnier.

### Admissibilité

- Les chômeurs, les personnes sous-employées ou les personnes sur le point de devenir chômeurs sont admissibles s'il s'agit:
- a) de personnes âgées de 18 ans (excepté celles qui obtiennent des subventions de déplacement d'un stagiaire ou des subventions en vue d'un travail agricole saisonnier);
  - b) de citoyens canadiens ou de personnes admises légalement au Canada pour résidence permanente; et
  - c) de clients qui ont peu ou aucune possibilité d'emploi dans leur localité de résidence.

### UNE DEMANDE D'AIDE DOIT ÊTRE FAITE AVANT QUE LES PERSONNES VOYAGENT ET AVANT QUELLES COMMENCENT LEUR NOUVEL EMPLOI.

### Prestations

#### a) Subvention pour chercher un emploi

Cette subvention prévoit:

- (1) les frais de déplacement aller-retour pour le travailleur, y compris tous les repas et l'hébergement nécessaires pendant le voyage;
- (iii) une allocation de subsistance de \$20 par jour jusqu'à concurrence de deux jours après que le travailleur arrive dans la nouvelle région; et



En vertu du programme, toute association patronale ou tout employeur canadien dont les opérations ne sont pas essentiellement financées par des fonds publics a le droit de demander une aide à la formation. Si cette formation est destinée à des gens qui ont des besoins spéciaux, tout employeur a le droit de faire une demande, à l'exception des ministères et des organismes fédéraux.

Stagiaires:

Pour pouvoir suivre un cours de formation dans le cadre d'un projet appuyé par le programme, un travailleur doit:

- a) être employé par la société contractante au moment de la formation;
- b) pouvoir bénéficier vraisemblablement de la formation et de l'expérience professionnelle qui en découle en ce qu'il aurait plus de chances d'être employé et/ou de toucher un salaire plus rémunérateur;
- c) avoir au moins un an de plus que l'âge minimal de fin de scolarité de la province où se donne la formation;
- d) ne pas être membre de la famille immédiate de l'employeur.

Remboursement à l'employeur: les coûts de l'instruction jusqu'à 100%.  
Valeur du traitement:  
-clients ayant des besoins  
spéciaux..... jusqu'à 85%  
-personnes en chômage ou  
menacées de chômage..... jusqu'à 60%  
-salariés..... jusqu'à 40%  
Les prestations sont impossibles.

II Programme de la mobilité de la main-d'oeuvre du Canada

Objectif

Éliminer les obstacles financiers pour les chômeurs qui ne pourraient autrement déménager dans des régions où leur compétence est en demande.

Admissibilité

- a) Pour être admissible, une personne doit:
  - avoir au moins un an de plus que l'âge légal de fin de scolarité de la province de résidence; et
  - b) avoir quitté l'école depuis au moins 12 mois après avoir atteint l'âge légal de fin de scolarité (sauf pour les apprentis).

La période de formation maximale dure 52 semaines et, habituellement, moins de 12 semaines pour les apprentis; pour la formation d'adaptation au travail, jusqu'à 4 semaines sont allouées pour l'évaluation et jusqu'à 12 semaines pour la formation d'adaptation.

Prestations

Personne vivant avec son conjoint ou un père ou une mère.....	\$ 45/semaine
Personne seule.....	\$ 79/semaine
Travailleur avec: 1 personne à charge.....	\$ 90/semaine
2 personnes à charge.....	\$ 97/semaine
3 personnes à charge.....	\$ 103/semaine
4 personnes à charge.....	\$ 109/semaine

Une personne qui vient de l'extérieur reçoit \$33 de plus par semaine (\$38 au Yukon et dans les Territoires du Nord-Ouest). Si une personne doit faire un trajet journalier de plus de 30 milles par jour entre sa résidence et la région de formation, elle a droit à une allocation de déplacement de 7.5¢ pour chaque mille au-delà de 30.

2 - Formation industrielle (Programme de formation industrielle de la main-d'oeuvre du Canada)

Objectif

Inciter les employeurs à établir des programmes de formation ou à améliorer les programmes existants et, de ce fait, à atténuer des pénuries continues de main-d'oeuvre compétente, à prévenir la mise à pied de travailleurs à cause de changements technologiques et à augmenter les occasions d'emploi pour les chômeurs et pour ceux qui ont des besoins spéciaux.

Méthode

Formation confiée à l'employeur (c'est-à-dire, formation dans l'industrie, formation donnée en classe, ou formation en cours d'emploi) pour laquelle l'employeur est partiellement remboursé par Main-d'oeuvre Canada. La période d'entraînement minimale est d'une semaine; la période d'entraînement maximale est soit de 52 semaines à temps plein, soit de 1,820 heures.

Ce programme vise les clients qui ont des besoins spéciaux et qui, tout en ayant besoin d'une formation pour améliorer leurs aptitudes au travail, ne peuvent pas profiter d'un programme de formation ordinaire.

- b) Formation d'adaptation au travail  
 Aider les clients qui font face à de sérieux problèmes lorsqu'il s'agit d'obtenir et de garder un emploi vu leurs habitudes de travail inadéquates et le manque de buts professionnels. Plusieurs peuvent aussi manquer de qualifications académiques et d'aptitudes pour des emplois spécifiques.

- c) Formation professionnelle spécialisée dans trois domaines:  
 Assure l'acquisition de compétences spécifiques nécessaires pour faciliter l'entrée sur le marché du travail, pour améliorer certaines aptitudes ou pour se tenir au courant des changements technologiques dans le milieu du travail.

- d) Apprentissage:  
 Formation donnée en classe pour les apprentis inscrits auprès des provinces, pour l'acquisition de compétences particulières.

- e) Formation linguistique:  
 Enseignement aux immigrants et à certains Canadiens migrants qui ont besoin de formation linguistique dans l'une ou l'autre des deux langues officielles afin d'utiliser leurs aptitudes professionnelles.

Les locaux utilisés pour ces cours sont acquis des différentes institutions académiques et techniques par la Main-d'oeuvre du Canada.

### Ententes fédérales - provinciales

Les gouvernements fédéral et provinciaux peuvent conclure des accords par lesquels les provinces sont remboursées en tout ou en partie des frais de formation professionnelle pour adultes et apprentis inscrits au Programme de formation de la main-d'oeuvre du Canada.

### Sélection pour la formation

Les conseillers du Centre de main-d'oeuvre du Canada choisissent les adultes qui suivent les cours de formation.

1 Programme de formation de la main-d'oeuvre du Canada

- Ce programme a deux buts majeurs:
- a) procurer aux travailleurs individuels des occasions d'obtenir un emploi plus rémunérateur, plus stable et plus satisfaisant;
  - b) satisfaire les besoins du secteur des affaires et de l'industrie en préparant des travailleurs dûment formés pour ainsi maintenir et améliorer la productivité.

Le ministère achète ou soutient la formation de deux façons:

- a) la formation institutionnelle (les écoles publiques ou privées, les collèges communautaires et les centres de formation professionnelle);
- b) la formation industrielle (les contrats avec les employeurs et les associations d'employeurs).

1 - Formation institutionnelle

Objectifs

Ce programme vise à concentrer ses efforts sur la planification de carrières de longue durée, permettant aux clients du Centre de main-d'oeuvre du Canada de retourner à la formation après des périodes d'emploi. Les cours sont conçus de façon à satisfaire les besoins des clients individuels du Centre de main-d'oeuvre du Canada et les exigences de main-d'oeuvre du marché du travail.

Cours

- a) Formation de base pour le perfectionnement d'aptitudes
- Il s'agit d'un service de rattrapage scolaire pour les adultes qui ne satisfont pas aux exigences d'admission aux cours de formation professionnelle, ou à ceux qui ont besoin de s'instruire en vue de se qualifier pour un emploi.

La formation de base pour l'aptitude à l'emploi vise à aider une personne à s'exprimer plus facilement, à lui donner les moyens de se débrouiller dans ses activités quotidiennes ou à lui fournir une certaine expérience du travail, une familiarité avec le travail, un service d'orientation ou de counseling ou des techniques de recherche d'emploi. Il s'agit d'un programme flexible dont les ensembles ne comprennent pas nécessairement tous les éléments. Ce programme prévoit une préparation à l'entrée sur le marché du travail ou une meilleure formation de base pour le perfectionnement d'aptitudes.

Nombre d'invalides qui ont reçu des services en vertu du  
Programme de Réadaptation professionnelle des invalides  
1975-76

Province	Nombre de nouveaux cas	Total des clients servis
Terre-Neuve	213	673
Ile-du-Prince-Édouard	142	225
Nouvelle-Écosse	1,001	2,097
Nouveau-Brunswick	1,643	2,381
Ontario	5,017	11,799
Manitoba	2,930	8,138
Saskatchewan	2,054	2,802
Alberta	12,612	17,449
Colombie-Britannique (année civile 1975)	1,931	3,048
Territoires du Nord-Ouest	13	18
Yukon	81	117
Total	<u>27,637</u>	<u>48,747</u>

Source: Rapport annuel du Programme de Réadaptation  
professionnelle des invalides, 1975-76.

# Administration - Santé et Bien-être social Canada

## Financement - Fonds du revenu consolidé

### Ministère de la Main-d'œuvre et de l'Immigration

#### PlACEMENT

Le ministère de la Main-d'œuvre et de l'Immigration offre, dans le cadre de ses programmes, des services de placement aux personnes désavantagées qui sont prêtes à travailler.

Les centres de Main-d'œuvre du Canada assurent une vaste gamme de services aux personnes handicapées, notamment des services de diagnostic, un programme d'adaptation au travail et des programmes de formation industrielle de la Main-d'œuvre du Canada. Les conseillers de la Main-d'œuvre du Canada jouent un rôle prépondérant dans l'application et l'utilisation de tous ces programmes.

#### Dépenses

Dépenses fédérales octroyées aux provinces  
en vertu du partage des frais encourus  
1974-75 et 1975-76

Province	1974-75	1975-76
Terre-Neuve	159,626	\$ 199,197
Ile-du-Prince-Édouard	66,797	105,127
Nouvelle-Écosse	494,331	888,790
Nouveau-Brunswick	396,822	256,796
Ontario	7,046,384	11,596,314
Manitoba	595,590	1,749,804
Saskatchewan	839,809	1,812,289
Alberta	2,339,005	2,790,727
Colombie-Britannique	50,366	1,022,346
Territoires du Nord-Ouest	11,270	52,543
Yukon*	---	137,074
Total	12,000,000	\$ 20,611,007

\* Les dépenses de 1974-75 ont été réclamées en 1975-76.

Source: Rapport annuel du Programme de Réadaptation professionnelle des invalides, 1975-76.



Champ d'application

Un programme complet de réadaptation professionnelle à l'intention de personnes souffrant d'invalidité physique ou mentale est fourni conjointement par les gouvernements fédéral et provinciaux. Les clients réadaptés sont ceux capables de poursuivre ou d'entreprendre un travail convenablement rémunéré.

Services

- Les services offerts comprennent:
- a) l'évaluation et le counselling;
  - b) toute méthode de rétablissement;
  - c) la formation et le placement sur le marché du travail;
  - d) la prestation des prothèses, des orthèses et autres appareils;
  - e) des outils et des livres; et
  - f) le versement d'allocations de formation et de subsistance.

Le coût des salaires, les avantages sociaux, les frais de déplacement et de la formation du personnel dont les fonctions sont directement liées au programme de réadaptation professionnelle, et d'autres dépenses administratives nécessaires à la coordination et à la distribution des services, sont partagés.

Les services sont soit fournis directement par le gouvernement provincial, soit achetés d'organismes bénévoles. Le gouvernement apporte aussi une aide à des projets de recherches pour améliorer la réalisation des programmes de réadaptation.

Ententes fédérales-provinciales

Des accords sont présentement en vigueur entre le gouvernement fédéral et tous les territoires et provinces, sauf le Québec. En frais nécessaires pour fournir un programme complet de réadaptation professionnelle.

Subventions à la recherche 1976-77

Une subvention de \$20,000 fut accordée à l'Office national du film pour faire des recherches spéciales au sujet de l'utilisation de films avec sous-titres pour des personnes françaises sourdes au Canada.

Imposition

La pension de la sécurité de la vieillesse est imposable; le supplément de revenu garanti et l'allocation au conjoint ne le sont pas mais ils doivent être compris dans le calcul du revenu net d'une personne à charge pour l'impôt sur le revenu.

Indexation

La sécurité de la vieillesse ainsi que le maximum du supplément de revenu garanti et de l'allocation au conjoint sont sujets à une augmentation en janvier, avril, juillet et octobre de chaque année conformément aux augmentations de l'indice des prix à la consommation.

Bénéficiaires - mars 1977

Pension de la sécurité de la vieillesse	SV seulement	SV et supplément de revenu garanti	Total
899,623	1,114,678	2,014,301	
			71,781
			2,086,082

Source: Direction générale des Programmes de la sécurité du revenu, statistiques sur les programmes de sécurité de la vieillesse, mars 1977

Dépenses -

Année financière 1976-77 \$4,436,672,389.

Source: Direction générale des Programmes de la sécurité du revenu, Santé et Bien-être social Canada.

Administration - Santé et Bien-être social Canada

Financement - Fonds du revenu consolidé.

L'allocation maximale au conjoint équivaut à la pension de la sécurité de la vieillesse plus le taux maximal du supplément de revenu garanti reçu par un couple marié. Le montant équivariant à la pension de la sécurité de la vieillesse dans l'allocation au conjoint est réduit de \$3 par mois pour chaque \$4 mensuel provenant d'une autre source de revenu, jusqu'à ce qu'on atteigne le niveau maximal du supplément de revenu garanti. Ensuite, le montant équivariant au supplément de revenu garanti dans l'allocation au conjoint et le supplément de revenu garanti du pensionné sont tous les deux réduits de \$1 pour chaque \$4 provenant d'une autre source de revenu.

L'allocation au conjoint est payable à l'étranger pendant les six mois suivant le mois du départ du bénéficiaire ou de son conjoint pensionné. Dans le cas d'une absence temporaire, le paiement des prestations peut reprendre lorsque le bénéficiaire de l'AC ou son conjoint pensionné revient au Canada et si les autres conditions d'admissibilité sont remplies. Lorsque le bénéficiaire de l'AC ou son conjoint pensionné ne réside plus au Canada, le paiement des prestations ne peut reprendre que lorsque la personne en cause s'y établit de nouveau.

#### Prestations mensuelles

avril 1977      juillet 1977

Sécurité de la vieillesse      \$      143.46      \$      147.05

Supplément de revenu garanti

(le maximum) une personne  
seule ou une personne mariée  
dont le conjoint ne reçoit ni  
la pension de la sécurité de la  
vieillesse, ni l'allocation  
au conjoint  
un couple marié, tous  
deux titulaires d'une  
pension - chacun  
Allocation au conjoint  
(le maximum)

\$      232.81      \$      238.63

Source: Direction générale des Programmes de la sécurité  
du revenu, Santé et Bien-être social Canada.

Les modifications apportées à la loi protégeront également les personnes qui pourront éventuellement avoir droit à la pension complète en vertu des règlements actuels. Les nouvelles clauses seront graduellement mises en application au cours des quarante prochaines années afin que tous les Canadiens, de même que les personnes à l'étranger qui ont résidé au Canada après avoir atteint l'âge de dix-huit ans puissent acquérir une pension complète de la sécurité de la vieillesse. Les nouveaux règlements relatifs à la résidence s'appliqueront à toutes les personnes âgées de moins de vingt-cinq ans au 1<sup>er</sup> juillet 1977, et à toutes les personnes à l'étranger à cette date et n'ayant pas auparavant résidé au Canada. Toutefois, les personnes âgées de plus de vingt-cinq ans au 1<sup>er</sup> juillet et ayant résidé au Canada après avoir atteint l'âge de dix-huit ans pourront bénéficier des prestations en vertu des nouveaux règlements ou des anciens - selon ce qui est le plus avantageux.

## SUPPLÉMENT DE REVENU GARANTI

Les pensionnés qui bénéficient des prestations de la SV et qui n'ont que peu ou pas de revenu en plus de ces prestations peuvent, sur demande, recevoir un supplément complet ou partiel. Le droit en dépend habituellement du revenu touché par le pensionné au cours de l'année précédente, calculé conformément à la Loi de l'impôt sur le revenu. Le maximum du SRG est réduit de un dollar par mois pour chaque deux dollars provenant mensuellement d'une autre source de revenus. Dans le cas d'un couple marié, il est estimé que chacun reçoit la moitié du revenu combiné des deux conjoints. Le SRG est ajouté au chèque de SV du pensionné. Le SRG ne se paie à l'étranger que pendant la période de six mois suivant le mois où le bénéficiaire a quitté le Canada. Lorsqu'il s'agit d'un pensionné résidant au Canada mais temporairement absent, les paiements peuvent reprendre lorsqu'il revient au Canada si les autres conditions d'admissibilité sont remplies. Lorsqu'un pensionné ne réside plus au Canada, les paiements ne peuvent reprendre que lorsqu'il s'y établit de nouveau.

## ALLOCATION AU CONJOINT

L'Allocation au conjoint partielle ou totale peut être destinée au conjoint d'un pensionné de la sécurité de la vieillesse, lorsque ledit conjoint est âgé de 60 à 64 ans et satisfait aux mêmes conditions de résidence que celles qui sont établies pour la sécurité de la vieillesse. L'allocation au conjoint est payable sur demande, à partir de juillet 1977, si le revenu annuel total du couple est moins de \$6,816. Ceci, sous réserve d'un examen du revenu qui ne tient pas compte de la pension de la sécurité de la vieillesse, du supplément de revenu garanti ou de l'allocation au conjoint.

SÉCURITÉ DE LA VIEillesse

Champ d'application

Les personnes âgées de 65 ans et plus, satisfaisant à l'une ou l'autre des conditions suivantes de résidence, peuvent recevoir la Pension de la sécurité de la vieillesse:

- a) avoir résidé au Canada pendant au moins les dix années précédant immédiatement l'approbation de leur demande.
- Les absences au cours de cette période de dix ans peuvent être compensées par une période antérieure de présence au Canada (après l'âge de dix-huit ans) correspondant à trois fois la durée des absences, pourvu que les personnes aient résidé au Canada durant l'année complète précédant immédiatement l'approbation de leur demande; ou

- b) avoir résidé au Canada pendant quarante ans après l'âge de dix-huit ans.

Un bénéficiaire de la SV peut quitter le Canada et continuer de recevoir indéfiniment la pension s'il a résidé au Canada pendant un total de 20 années après avoir atteint l'âge de 18 ans; mais si ce n'est pas le cas, le paiement n'est accordé que pour le mois du départ et six autres mois. Lorsqu'il s'agit d'un pensionné résidant au Canada mais temporairement absent, les paiements peuvent reprendre lorsqu'il revient au Canada. Lorsqu'un pensionné ne réside plus au Canada, les paiements ne peuvent reprendre que lorsqu'il s'y établit de nouveau.

La Loi sur la sécurité de la vieillesse a été modifiée. En vertu des modifications qui entreront en vigueur le 1<sup>er</sup> juillet 1977, la pension de la sécurité de la vieillesse serait acquise à raison de 1/40<sup>e</sup> de la pension totale pour chaque année de résidence au Canada après l'âge de dix-huit ans. Cela signifie qu'une personne ayant résidé au Canada pendant quarante ans après avoir atteint l'âge de dix-huit ans aurait droit à la pension complète de la sécurité de la vieillesse, tandis que celle qui a résidé au Canada pendant moins de quarante ans après avoir atteint l'âge de dix-huit ans n'aurait droit qu'à une partie de la pension complète. La pension partielle minimale équivaldrait à 10/40<sup>e</sup> de la pension complète de la sécurité de la vieillesse, moyennant une période de résidence au Canada d'au moins dix ans après l'âge de dix-huit ans. Il demeure toujours que le pensionné doit avoir résidé au Canada pendant au moins vingt ans après avoir atteint l'âge de dix-huit ans pour que la pension lui soit payée indéfiniment à l'étranger.

Dépenses - Au 5 avril 1977, 7,246 projets avaient bénéficié de \$42,900,951.

Source: Direction générale des programmes de service social, Santé et Bien-être social Canada.

Administration - Direction générale des programmes de service social, Santé et Bien-être social Canada.

Fonds - Fonds du revenu consolidé.



Historique

Le ministre de la Santé nationale et du Bien-être social annonçait, en juillet 1972, l'autorisation par le Cabinet de créer le programme Nouveaux Horizons. En janvier 1975, le Cabinet convenait de recommander que l'on accorde à ce programme le statut permanent et que l'on augmente les contributions annuelles de \$4 millions, portant ainsi le total du montant annuel de tous les coûts à \$14 millions.

But

Le programme a été créé premièrement pour atténuer le sentiment d'isolement qui caractérise la vie de beaucoup de personnes âgées, en leur offrant l'occasion de participer plus activement à la vie communautaire. Des subventions sont accordées à des groupes de Canadiens du troisième âge, formés généralement de 10 membres au moins, dans le but de planifier et d'administrer des projets au sein desquels ils pourront mettre à profit leurs talents et aptitudes pour l'amélioration de leur condition, celle des personnes âgées et de la collectivité.

Nature des projets

Les projets doivent être à but non lucratif et n'apporter aucun avantage commercial à d'autres. Nouveaux Horizons n'est pas un programme d'emploi, c'est-à-dire que les participants ne doivent recevoir aucun salaire.

Parmi les projets financés jusqu'ici citons les suivants:

- a) activités physiques;
- b) artisanat;
- c) programmes d'ordre historique, culturel et éducatif;
- d) services sociaux;
- e) services d'information; et
- f) centres d'activité.

Des projets peuvent être financés pour une période allant jusqu'à 18 mois. Aucune limite précise n'est imposée au montant des subventions.

Indexation

Les prestations versées en vertu du Programme provincial des allocations familiales du Québec sont ajustées annuellement conformément aux augmentations de l'indice des prix à la consommation; celles de l'Île-du-Prince-Édouard ne le sont pas.

Administration - Santé et Bien-être social Canada

Financement - Fonds du revenu consolidé

- - -

L'Alberta et le Québec ont choisi cette option et le taux des allocations familiales fédérales payées dans ces provinces est basé sur l'option provinciale.

Le Régime provincial des allocations familiales du Québec est financé et géré par la province et suit de près le programme fédéral en ce qui a trait aux critères d'admissibilité.

L'Île-du-Prince-Édouard a un supplément financé par la province et payé au nom du 5<sup>e</sup> enfant et de chaque enfant additionnel dans une famille.

#### Bénéficiaires - mars 1977

Familles\* - 3,561,457 Enfants - 7,243,525

Source: Direction générale des Programmes de la sécurité du revenu, statistiques du programme des allocations familiales, mars 1977.

Dépenses - Année financière 1976-77 - \$1,979,792,556.

Source: Direction générale des Programmes de la sécurité du revenu, Santé et Bien-être social Canada.

#### Imposition

Les allocations familiales fédérales sont imposables; les allocations spéciales, de même que les allocations familiales du Québec\*, ne le sont pas.

\* Ce chiffre comprend 44,588 comptes d'organismes de placement d'enfants plus 2,143 comptes de parents nourriciers. Chaque compte est considéré comme étant une "famille".

\*\* Ceci s'applique seulement aux enfants de moins de 16 ans, sous le Régime des allocations familiales du Québec. Les allocations payées par la province de Québec pour les enfants ayant 16 et 17 ans sont imposables aux fins de l'impôt fédéral sur le revenu. Les versements provinciaux pour les enfants de moins de 16 ans ne sont pas imposables parce que les lois provinciales sur l'impôt ne prévoient aucune exemption personnelle pour ces enfants.

- a) l'allocation est basée seulement sur l'âge d'un enfant, le nombre d'enfants dans la famille, ou les deux;
- b) aucune allocation mensuelle n'est inférieure à 60% du taux fédéral actuel; et
- c) le total des paiements dans une province ayant ses propres taux est, dans la mesure du possible, l'équivalent de ce que serait le taux fédéral dans cette province, lorsque la moyenne en est faite sur une période de quatre années consécutives.
- La Loi fédérale sur les allocations familiales prévoit qu'une loi provinciale peut modifier l'allocation fédérale mensuelle (mais non l'allocation spéciale) qui peut être payée dans cette province, pourvu que:

# Programmes provinciaux, ententes fédérales-provinciales

Le gouvernement provincial paie \$10 par mois à l'égard du 5<sup>e</sup> et de chacun des enfants suivants dans une famille, en plus de la prestation fédérale de \$22.08 en 1975 et de \$23.89 en 1977. Le supplément provincial est compris dans le chèque fédéral mensuel.

I.-P.-É.:

Source: Direction générale des Programmes de la sécurité du revenu, Santé et Bien-être social Canada

\* En vigueur le 1<sup>er</sup> mai 1977.

En 1975 et 1976 le programme fédéral payait \$5.52 de plus par mois à l'égard de chaque enfant âgé de douze ans et plus. En 1977, il paye \$5.97 de plus par mois.

QUÉBEC:	Par famille		Taux fédéral		Taux provincial	
	1975 et 1976	1977	1975	1976	1977	1977*
1 <sup>er</sup> enfant	\$ 13.25	\$14.34	\$3.31	\$3.68	\$3.98	\$5.05
2 <sup>e</sup> enfant	19.87	21.50	4.42	4.92	5.32	6.76
3 <sup>e</sup> enfant	32.84	35.53	5.52	6.14	6.64	8.43
chaque enfant	36.16	50.75	6.62	7.36	7.96	10.11
additionnel						

Champ d'application

Une allocation familiale mensuelle est payée à l'égard d'un enfant à charge de moins de 18 ans, à un père ou une mère (habituellement à la mère) qui réside au Canada, qui entretient l'enfant complètement ou pour une grande part et qui :

a) est un citoyen canadien;

b) est un immigrant reçu; ou

c) est un non-immigrant admis au Canada pour une période d'au moins une année, au cours de laquelle le revenu de cette personne est sujet à l'impôt sur le revenu canadien.

Les prestations d'allocations familiales sont aussi payées, en certaines circonstances prescrites, à des résidents du Canada vivant à l'étranger.

Une allocation spéciale est versée à l'égard d'un enfant de moins de 18 ans qui est entretenu par un organisme de bien-être social, un ministère du gouvernement ou un établissement. Dans certains cas le versement se fait directement à un père ou une mère nourricier.

Prestations mensuelles

La Loi sur les allocations familiales prévoit un ajustement annuel des taux en janvier conformément à l'indice des prix à la consommation. Cette disposition fut suspendue en 1976 de sorte que le taux pour cette année fut le même qu'en 1975; cependant elle entre en vigueur de nouveau en 1977.

Taux fédéral des allocations familiales - 1975 et 1976: \$22.08  
Taux fédéral des allocations familiales - 1977: \$23.89

Voici les exceptions aux taux indiqués ci-dessus (voir la section sur les Programmes provinciaux pour une explication).

ALBERTA:	Âge de l'enfant	Taux fédéral payé en 1975 et 1976	Taux fédéral payé en 1977
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0-6	\$ 16.40	\$ 18.00
7-11	20.80	22.80
12-15	27.30	30.00
16-17	30.60	33.50

Source: Direction générale des Programmes de la sécurité du revenu (Income Security Programs Branch)  
Santé et Bien-être social Canada

# Cotisants et cotisations

Cotisants (1974)

R.P.C.  
7,164,246

R.R.Q.  
s.o.

Source: Cotisants au R.P.C., 1974, Santé et Bien-être social Canada

Recettes R.P.C. 1975/76

(en millions de dollars)

R.R.Q. 1976

Cotisations

s.o.

Intérêts

s.o.

Autres

s.o.

Source: Bulletins statistiques du R.P.C., mars 1976.  
Rapport annuel du R.R.Q., 1975.

## Bénéficiaires et prestations Pour le mois de septembre 1976

Type	Bénéfi- ciaires	Pres- tations	Bénéfi- ciaires	Pres- tations
Retraite	523,126	36,926	139,606	10,088
Invalidité	57,759	8,718	12,505	3,155
Prestations à un enfant	29,715	1,486	7,299	311
de cotisant invalide	130,328	11,335	55,535	7,406
Conjoint survivant	91,999	3,980	41,401	1,284
Orphelins	3,031	1,958	1,051***	712
Décès	10,870	1,148	1,966*	-**
Pensions combinées				

\*

Les bénéficiaires de pensions combinées sont comptés pour chaque type de prestation reçue; il y en a alors

qui sont comptés deux fois.

\*\* Le montant des parties constituantes des pensions

combinées paraît déjà dans les colonnes appropriées

(c.-à-d. les colonnes des pensions de retraite,

d'invalidité et de conjoint survivant).

\*\*\* Nombre de prestations de décès payées en un seul

Source: Bulletins statistiques du R.P.C. et du R.R.Q.,  
septembre 1976.



R.R.Q. - Le ministre du Revenu du Québec administre les cotisations et établit l'état des cotisants. La Régie des rentes du Québec administre le reste du Régime. La Caisse de dépôt et placement du Québec est responsable de l'investissement du surplus des fonds du Régime de rentes du Québec.

#### Financement

Les deux régimes sont financés grâce à des cotisations directes et aux intérêts sur le placement des surplus, c'est-à-dire le surplus des cotisations augmenté des intérêts une fois que le paiement des prestations et les frais d'administration sont acquittés.

### RÉGIME DE PENSIONS DU CANADA ET RÉGIME DE RENTES DU QUÉBEC

Prestations maximales mensuelles commençant en 1977

Type	R.P.C.	R.P.C.	R.R.Q.	R.R.Q.	R.P.C.	R.R.Q.	R.R.Q.	R.R.Q.	R.R.Q.	R.R.Q.
Montant	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$
Montant	173.61	173.61	173.61	173.61	173.61	173.61	173.61	173.61	173.61	173.61***
Invalidité	44.84	44.84	114.97	130.21	130.21	130.21	130.21	175.05	245.18	
Enfants et orphelins	a) * b) **	44.84 22.42	29.00 29.00			44.84 22.42	29.00 29.00			
Survivant	a) plus de 65 ans b) moins de 65 ans	104.17 104.17	104.17 104.17	104.17 104.17	104.17 104.17	109.94 180.07	930.00 930.00	930.00 930.00		
Décès										

\* pour chacun des quatre premiers enfants  
\*\* pour chacun des enfants suivants  
\*\*\* soumise à un examen des gains et aux critères de retraite selon le R.R.Q.

5. Prestations d'orphelin

Identique à l'article 3.

6. Prestation de décès

Elle est versée à la succession du cotisant décédé.

Elle consiste en le paiement d'une somme forfaitaire égale à 6 mois de la pension de retraite, jusqu'à un maximum de 10% du MGAP pour l'année du décès.

7. Pensions combinées

Ce terme se rapporte à la pension de conjoint survivant et à la pension soit de retraite, soit d'invalidité, versées simultanément à la même personne.

N.B. a) Dans le cas des prestations autres que la Pension de retraite, l'admissibilité n'est acquise que si des cotisations ont été versées au Régime pendant les périodes minimales requises.  
b) Il faut faire une demande pour toutes prestations et celle-ci doit avoir été acceptée avant qu'une allocation quelconque puisse être versée.

Imposition

Les cotisations sont déductibles du revenu imposable. Les prestations sont impossibles.

Indexation

Les prestations sont ajustées chaque année en fonction de l'augmentation de l'indice des prix à la consommation.

Administration

R.P.C. - Le ministre de la Santé nationale et du Bien-être social est chargé de l'application de toutes les parties de la Loi, à l'exception de la Partie I, qui concerne la protection et les cotisations et qui relève du ministre du Revenu national. L'application d'aspects particuliers de l'administration du Régime relève du ministre des Approvisionnements et Services, du ministère des Finances, du Département des assurances et de la Commission de l'assurance-chômage. Le Régime gère aussi un réseau étendu d'environ 150 bureaux régionaux et locaux sous sa juridiction.

1. Pension de retraite

La pension payable à la retraite s'élève à 25% de la moyenne ajustée des gains de carrière cotisables. Lors du calcul des prestations, certaines dispositions permettent le rattachement d'un certain nombre de mois de gains modiques ou de gains nuls.

2. Pension d'invalidité

Cette pension est constituée d'un montant fixe et d'un montant calculé en fonction des gains. Ce dernier montant représente 75% de la pension de retraite imputée et est payable dans le cas d'une invalidité grave et prolongée, à cause de laquelle une personne est régulièrement incapable de détenir une occupation véritablement rémunératrice.

3. Prestation à un enfant de cotisant invalide

Cette prestation consiste en un montant mensuel fixé et est payable à l'égard d'un enfant qui n'est pas marié jusqu'à ce qu'il ait atteint l'âge de 18 ans, ou jusqu'à celui de 25 ans s'il s'agit d'un étudiant. Pour qu'il soit admissible, cependant, un étudiant doit fréquenter l'école sans interruption. S'il doit interrompre ses études pour des raisons qu'il ne peut contrôler, les prestations peuvent continuer à être versées à certains conditions.

Quoique les prestations sont réduites pour le 5<sup>e</sup> enfant et ceux qui suivent, le total payable au nom de tous les enfants est divisé également entre eux.

4. Pension de conjoint survivant

Elle est payée au conjoint survivant d'un cotisant.

Une prestation, consistant en un montant fixe et 37,5% de la pension de retraite réelle ou imputée du cotisant, est payable:

- a) à un conjoint survivant âgé de 45 à 64 ans;
- b) à un conjoint survivant âgé de moins de 45 ans et qui est invalide, ou qui a des enfants à charge.

Cette prestation fait l'objet d'une réduction proportionnelle quand le conjoint survivant est âgé de 35 à 45 ans, n'est pas invalide et n'a pas d'enfant à charge. Si le conjoint a plus de 65 ans, la prestation est égale à 60% de la pension de retraite du cotisant. Cette réduction est appliquée en raison de l'admissibilité à la pension de la sécurité de la vieillesse à l'âge de 65 ans, ce qui compense la différence.

En général, les Régimes font partie intégrante du système de sécurité sociale au Canada et sont le véhicule par lequel des millions de membres de la population active canadienne acquièrent et conservent, au cours de leurs années productives, une protection pour eux-mêmes et leurs familles contre la perte de revenu due à la retraite, à l'incapacité ou au décès, indépendamment du lieu où leur emploi peut les conduire au Canada ou, dans certaines circonstances, à l'étranger.

Le Régime de pensions du Canada n'est pas en vigueur au Québec parce que cette province a usé de son privilège constitutionnel pour créer un régime de rentes provincial semblable, qu'elle administre elle-même, au lieu d'avoir opté pour le R.P.C.

Cotisations

Le salaire paie 1.8% de ses gains cotisables. En 1977, les premiers \$900 de gains sont exclus et le maximum des gains cotisables est fixé à \$9,300. L'employeur verse des cotisations équivalentes. Les cotisations du travailleur autonome s'élèvent à 3.6% de ses gains selon les mêmes limites. La limite inférieure se nomme l'exemption de base de l'année (EBA) et la limite supérieure, le maximum des gains annuels ouvrant droit à pension (MGAP).

A partir de janvier 1976, et au début de chaque année subséquente, le maximum des gains annuels ouvrant droit à pension sera augmenté de 12.5% jusqu'à ce qu'il rattrape les gains moyens des travailleurs canadiens, représentés par l'indice industriel des salaires et traitements hebdomadaires publié par Statistique Canada. Par la suite, le MGAP augmentera annuellement en rapport avec la moyenne de l'indice industriel. L'EBA est fixée à 10% du MGAP.

Fonds d'investissement du Régime de pensions du Canada

La législation prévoit l'investissement des fonds supplémentaires recueillis chaque année par le Régime de pensions du Canada, moins les prestations versées et les frais administratifs. Ces fonds supplémentaires sont mis à la disposition d'une province autre qu'une province ayant un régime de pension compréhensif pour investissement en vertu d'une formule fondée sur le rapport entre les cotisations provinciales et l'ensemble des cotisations au Régime.

Nombre de personnes assistées en vertu du Régime d'assistance publique du Canada  
au 31 mars 1975

Province	Services à l'enfance	Assistés sociaux*	Adultes dans les foyers de soins spéciaux	Total
Terre-Neuve	3,299	63,127	1,789	68,215
Île-du-Prince-Édouard	621	8,401	1,120	10,142
Nouvelle-Écosse	2,839	52,358	3,431	58,628
Nouveau-Brunswick	2,920	55,604	2,983	61,507
Québec	33,042	416,558	11,321	460,921
Ontario	14,779	336,415	33,251	384,445
Manitoba	4,326	56,616	1,086	62,028
Saskatchewan	2,927	45,332	4,978	53,237
Alberta	10,884	77,970	3,414	92,268
Colombie-Britannique	9,700	162,349	6,859	178,908
Territoires du Nord-Ouest	s.o.	5,711	s.o.	5,711
Total	85,337	1,280,441	70,232	1,436,010

\* Y compris personnes à charge.

Les statistiques pour le Yukon ne sont pas disponibles.

Source: Régime d'assistance publique du Canada, Rapport annuel 1974-75, Santé et Bien-être social Canada.

Direction générale des Systèmes d'information en bien-être social, SBSC, juillet 1977.

Paiements fédéraux aux provinces en vertu du Régime d'assistance publique du Canada,  
par programme, année financière 1974-1975

Province	Assistance générale (\$'000's)	Foyers de soins spéciaux (\$'000's)	Bien-être à l'enfance (\$'000's)	Soins médicaux (\$'000's)	Services de bien-être (\$'000's)	Adaptation au travail partie III (\$'000's)	Total (\$'000's)
Terre-Neuve	22,923	5,250	1,136	2,233	1,679	---	33,221
Î.-P.-É.	2,861	3,173	226	65	688	---	7,013
Nouvelle-Écosse	19,899	5,967	1,607	336	3,373	7	31,189
Nouveau- Brunswick	27,822	1,329	943	1,127	3,415	588	35,224
Québec	213,913*	119,653*	22,310*	11,100*	28,350*	714	396,040
Ontario	205,853	14,846	15,704	1,489	33,260	282	271,434
Manitoba	23,262	4,801	4,397	1,541	4,736	1,089	39,826
Saskatchewan	21,053	6,896	1,984	1,654	3,114	---	34,701
Alberta	44,428	4,115	5,376	5	6,796	49	60,769
Colombie- Britannique	101,939	14,429	8,324	3,173	11,624	332	139,821
T.N.-O.	3,231	1,324	218	72	1,246	---	6,091
Yukon	241	266	6	---	227	---	740
Total	687,425	182,049	62,231	22,795	98,508	3,061	1,056,069

\* Montants versés au Québec par le ministère des Finances (Évaluations) en vertu de la Loi sur les programmes établis (Arrangements provisoires).

Source: Régime d'assistance publique du Canada, Rapport annuel 1974-75, Santé et Bien-être social Canada.



En plus des personnes nécessiteuses, telles que définies par le Régime, le gouvernement fédéral peut contribuer aux coûts des organismes qui fournissent des services de bien-être social aux personnes qui seraient probablement dans le besoin si ces services ne leur étaient pas fournis. Le montant des subventions fédérales est proportionnel au nombre de personnes admissibles tel que déterminé par l'utilisation d'une évaluation du revenu ou d'un niveau de revenu prédéterminé pour des familles de diverses tailles.

#### Prestations

Les taux d'assistance sociale sont déterminés par les autorités provinciales.

Dépenses - Année financière 1975-76, part fédérale - \$1,379,412,000.

Source: Direction générale du Régime d'assistance publique du Canada, Santé et bien-être social Canada.

#### Imposition

Les prestations de bien-être social ne sont pas imposables.

#### Indexation

Aucune indexation systématique n'existe. Cependant, certaines provinces ajustent, de temps en temps, les taux d'assistance sociale en fonction de certains indicateurs économiques.

Les taux d'assistance sociale du Québec sont indexés au début de chaque année selon le taux de changement de l'indice des rentes du Québec.

Administration - Santé et Bien-être social Canada

Financement - Fonds du revenu consolidé. Des arrangements spéciaux ont été conclus pour le Québec en vertu de la Loi sur les programmes établis (Arrangements provisoires).

e) des soins dans des établissements de bien-être social, par exemple dans les foyers pour personnes âgées, les maisons de repos, les établissements de soins à l'enfance et les établissements pour handicapés physiques et mentaux; et

f) les frais de subsistance d'enfants confiés aux soins des autorités du bien-être social, par exemple dans les foyers nourriciers, les foyers nourriciers de groupe ou les soins en établissement.

Les services de bien-être social dont le Régime d'assistance publique du Canada prévoit le partage, à la demande des ministères provinciaux de Service social, comprennent:

a) les services de réadaptation, tels les centres d'activités, dont le but est de satisfaire les besoins spéciaux des personnes qui pourraient se trouver isolées socialement ou dont l'état nécessite une certaine formation leur permettant de se débrouiller dans leurs activités quotidiennes;

b) les services de traitement des cas, de counselling, d'évaluation et d'orientation pour les individus et les familles;

c) les services de bien-être à l'enfance y compris la protection, les soins nourriciers, les services d'adoption et les services de prévention pour les enfants dans le foyer. Les services de garde pour les enfants qui travaillent et pour d'autres enfants ayant des besoins sociaux et émotionnels sont offerts sous les auspices de volontaires ou en tant que services publics;

d) les services de garde pour adultes, les services familiales et d'autres services semblables servant d'appui aux familles sans ressource dans des périodes d'urgence ou permettant aux personnes âgées ou frappées d'incapacité de mener une vie communautaire indépendante; les services d'information et d'orientation afin d'assurer l'accessibilité aux services sociaux;

f) les services de développement communautaire destinés à fournir un personnel ressource à des communautés sans ressource ou à des populations cibles afin qu'elles puissent améliorer leur situation sociale et économique;

g) la recherche, la consultation et l'évaluation ayant trait aux programmes de bien-être social; et

h) les services administratifs relatifs à l'un ou l'autre des services mentionnés ci-dessus ou à la prestation d'assistance sociale.

En vertu d'accords conclus avec les provinces, le gouvernement fédéral paie aux provinces 50% des coûts:

- a) de l'assistance aux personnes nécessitueuses;
- b) des services de bien-être social fournis aux personnes nécessitueuses ou susceptibles de devenir nécessitueuses si elles ne reçoivent pas de tels services; (les services de bien-être social sont ceux qui ont pour objet d'atténuer, de supprimer ou de prévenir les causes et les effets de la pauvreté, du manque de soins à l'égard des enfants, ou de la dépendance de l'assistance publique); et
- c) des projets d'adaptation au travail qui sont destinés à améliorer l'aptitude à l'emploi des personnes qui éprouvent des difficultés inusitées à trouver ou à conserver des emplois ou à entreprendre une formation à l'emploi.

Il incombe aux provinces de définir le "besoin", qui est déterminé d'après la méthode du "déficit budgétaire", c'est-à-dire la différence entre les besoins d'un requérant et son revenu et ses moyens.

L'assistance comprend les paiements aux personnes nécessitueuses en vue de fournir:

- a) des besoins fondamentaux, par exemple la nourriture, le logement, le vêtement, le combustible, les services d'utilité publique, les fournitures ménagères et les services répondant aux besoins personnels;
- b) des objets qui répondent à des besoins spéciaux (pour la sécurité, le bien-être ou la réadaptation d'une personne nécessitueuse), par exemple des réparations ou des modifications essentielles à la propriété; des outils, du matériel, des permis, etc., qui sont nécessaires pour obtenir un emploi; des articles requis par des invalides;
- c) des services de soins non compris dans les programmes universels de soins;
- d) certains services de bien-être social dont l'acquisition est faite par un organisme approuvé par une province ou à la demande d'un tel organisme;



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## INTRODUCTION


Le Précis sur les programmes de sécurité sociale est un guide de poche qui vise à fournir des données de base sur les grands programmes fédéraux de sécurité sociale au Canada. Il n'a pas été conçu pour décrire ces programmes de façon exhaustive, car il existe d'autres ouvrages à cet effet auxquels nous pourrions renvoyer les lecteurs. Cependant, toute suggestion de modifications ou d'additions susceptibles d'accroître l'utilité de cette publication dans les limites de ses objectifs serait grandement appréciée.

Le Précis a été mis au point par la Direction générale des systèmes d'information en bien-être social (Santé et Bien-être social Canada). Les demandes d'exemplaires, les suggestions ou les commentaires doivent être adressés au: Directeur, Division de la conception et de la production de l'information, Direction générale des systèmes d'information en bien-être social, pièce 1232, Immeuble Brooke Claxton, ParcTunney, Ottawa K1A 0K9. Téléphone: 995-9615.

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# précis sur les programmes de SÉCURITÉ SOCIALE

 Santé et Bien-être social  
Canada  
Health and Welfare  
Canada

Direction générale des systèmes  
d'information en bien-être social  
juillet 1977



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